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ABSTRACT

This transcript of testimony concerns the reauthorization of the Magnet School Assistance Program and the Impact Aid Program. The proposed Magnet School Expansion Act of 1987 would increase aid to this program, which has been successful as a means of desegregating school systems across the nation. Witnesses, including members of Congress, school superintendents, and members of boards of education, testified on the success of magnet schools, the need for more funding, and the preference of this method over bussing for desegregation. Suggestions were made on how to improve the distribution of funds. The second part of the session addressed the need to continue special funding of school districts to compensate them for local and federal activities. These funds are needed since areas with a high federal presence do not have enough taxable property to generate adequate revenues for schools. Witnesses compared high impact districts with similar ones that do not have a federal presence to show the extent to which the impacted district may be at a disadvantage. Many tables, graphs, and illustrations were offered as evidence to demonstrate the need for the continuance both of these aid programs. (VM)

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MAGNET SCHOOL ASSISTANCE/IMPACT AID PROGRAMS

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

EXAMINATION OF PROPOSALS TO REAUTHORIZE THE MAGNET SCHOOL ASSISTANCE PROGRAM AND THE IMPACT AID PROGRAM (PUBLIC LAWS 81-874 AND 81-815)

JULY 30, 1987, WASHINGTON, DC

AUGUST 26, 1987, FARMINGTON, UT

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MAGNET SCHOOL ASSISTANCE/IMPACT AID PROGRAM

THURSDAY, JULY 30, 1987

U.S. Senate,
Subcommittee on Education, Arts, and Humanities,
Committee on Labor and Human Resources,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:03 a.m., in room 430, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Kennedy, Stafford, and Mikulski.

Also present: Senators Moynihan, Lautenberg, and Exon, and Congresswoman Slaughter.

OPENING STATEMENT OF SENATOR PELL

Senator **Pell**. The Subcommittee on Education, Arts, and Humanities will come to order.

This morning's hearing is to examine two programs which we intend to reauthorize as part of an omnibus elementary and secondary education reauthorization bill. These two programs are, first, the Magnet School Assistance Program and, secondly, the Impact Aid Program.

As we examine proposals to reauthorize the Magnet School Assistance Program, we are very honored to be joined this morning by Senator Moynihan. Senator Moynihan was one of the principal architects of this program, along with Senator Eagleton, when it was first authorized in 1985, and we will also have the great pleasure to welcome Senator Lautenberg and Congresswoman Slaughter when they arrive.

So I would ask that the balance of my statement be inserted in the record, and turn to the ranking member.

It is also a great pleasure to have Senator Lautenberg and Congresswoman Slaughter, both of whom represent school districts that are working very hard hard to meet their desegregation goals.

Finally, but of utmost importance, is the testimony of our witness from Providence, Rhode Island. Dr. Robert Brooks is the director of Magnet Schools in Providence, and I am very grateful to him for coming to Washington to testify on his highly successful programs.

During the second portion of this morning's hearing, we will be considering the reauthorization of Impact Aid. Impact Aid provides important assistance to school districts that assume unusual financial burdens because of activities by the federal government in their area. For example, in my home State of Rhode Island, nearly 6,000 students from federally connected families are educated in our classrooms. These students' parents either live or work on federal land, thus reducing the local property tax revenues available to the schools.

The panel we will hear from today represents a broad cross-section of those who benefit from the Impact Aid Program. I would like to commend the efforts of the National Association of Federally Impacted Schools for their efforts to forge a consensus proposal on how to best distribute the limited resources available under this program. I will be introducting a bill based upon their proposal shortly, so that my colleagues in the Senate can give their measure careful consideration. I understand that several members of today's panel will be addressing this initiative. I look forward to hearing your review of this reauthorization plan as well as any other insights you might provide us on the Impact Aid Program.

Senator Stafford.

Senator **Stafford**. Thank you very much, Mr. Chairman.

I join in welcoming our friends and distinguished colleagues, especially Senator Moynihan, Senator Lautenberg and Congresswoman Slaughter, and I am pleased that the Subcommittee on Education, Arts and Humanities reconvenes to discuss reauthorization of title VII of the Education for Economic Security Act, the Magnet Schools Assistance Program, and Public Law 81-815, the Impact Aid Programs.

The Members of this Subcommittee have worked very closely over the past months to gather concerns and comments on the elementary and secondary education programs which will be reauthorized over this next year. We look forward to hearing testimony today on these two important programs. I am very pleased to be here and prepared to listen to our friend and distinguished colleague, Senator Moynihan.

Senator **Pell**. Welcome, Representative Slaughter. Senator Moynihan, you may proceed.

STATEMENT OF HON. DANIEL PATRICK MOYNIHAN, A U.S. SENATOR FROM THE STATE OF NEW YORK

Senator **Moynihan**. Mr. Chairman, I have a statement which I would ask be placed in the record.

Senator **Pell**. It will be without objection.

Senator **Moynihan**. My colleague and friend from Rochester, I would like to speak very briefly about this program and the legislation that you have before you.

First to say how encouraging it is that you, sir, and four other members of this Subcommittee are cosponsors and, as you proclaim, your purpose for this meeting is to proceed with this legislation.

A bit of history, if I may do so, sir. Yesterday, as you, of course, recall, you had Secretary of State Shultz in for a meeting with the members of the Committee on Foreign Relations, and in some context he mentioned the efforts that took place in the spring of 1970, that he was involved with, and which I was involved with to deal with the problem that the *Brown* v. *Board of Education* decision, which had been the law of the land for 15 years and had not yet been complied with. Something of a constitutional crisis was emerging in this land, and under President Nixon the decision was made that something had to be done.

Indeed, starting in the spring of 1970, a succession of meetings was held in the White House with committees from each of the States that were affected directly by the legal segregation, illegal but sanctioned in law and, indeed, in August of 1970, that whole edifice collapsed.

But one of the conditions that we understood at the time is that if communities, and many of them not especially prosperous communities, were to take on the large undertaking of changing an educational system that had been in place from the beginning, and do so at the behest and direction of the Federal Government, the Federal Government had some responsibility to help with the process. That was proposed in a Presidential statement in the spring of 1970, a simple proposition that communities desegregating their schools had special needs for classrooms, facilities, teachers, teacher training, and the Nation should help meet those needs.

From this came the basic program for, among other things, the establishment of magnet schools. That was successful in its early years, and that great transformation in the South did take place. Then the issue arose in the North. Magnet schools were in the North a particularly attractive phenomenon because the North was not characterized by institutional segregation but by neighborhood segregation. They were not two dual school systems, but they might as well have been since there was a dual set of neighborhoods. Magnet schools in the City of Buffalo, as in the City of Rochester, were devices to bring people from different neighborhoods to the same school, a problem as real in terms of segregation as ever the dual systems of the South had been.

And, Mr. Chairman, Senator Stafford, they have worked. They have that singular attraction which has proven itself through all the years of our history for American families, the proposition that there is a better education available at this place. And I think the evidence is that the education has been good. The market test has been met. These schools are subscribed and oversubscribed.

When we folded this program into the block grants——

Senator Pell. The Intelligence Committee did that.

Senator Lautenberg. They are listening.

Senator Moynihan. We have had more than a few interruptions in the path of school desegregation in this country, and we are not going to let it bother us.

When we created the block grants, these monies disappeared, and that is why Senator Eagleton and I and others moved to reestablish this as a unique, discreet program because these experiments which were working at the level they were intended to work. The success was defined—do black and white students come together in one school where they happen to be, where they choose to be, and the answer is that has happened.

I think the educational achievement levels are surely at some level successful as well or they wouldn't continue to so attract. We wanted to have discreet funds for these programs carrying out Federal mandates. We reestablished the program in 1984, the first educational legislation in this decade. You and Senator Stafford are responsible for it, and the first day of the Congress, I introduced S. 38 to continue and to increase funding. I would hope that it may be considered by you.

I would say one more thing, that is, that in the North the condition of school integration now shows no real progress from 20 years ago. There has been a retrogression. It is worse. The constitutional promise made to all the children in this country and all the States in this Union is not being kept, Mr. Chairman. It is the strange aftermath of *Brown* v. *Board of Education* that a generation later the schools of the South are far more integrated than those of the North and the West. And the only instrument we had, the only policy we now have for reversing this tendency, this direction, this drift, if not this tide, is this legislation.

I thank you for your support, and I commend it to you.

[The prepared statement of Senator Moynihan follows:]

TESTIMONY OF DANIEL PATRICK MOYNIHAN ON
S. 38, THE MAGNET SCHOOL EXPANSION ACT OF 1987
BEFORE THE SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES

THURSDAY, JULY 30, 1987

I am pleased to come before this Subcommittee to speak about S. 38, the Magnet School Expansion Act of 1987. I am honored to note that Chairman Pell, three other members of this Subcommittee, Senators Kennedy and Hatch are cosponsors of this most important measure, bringing the total to nineteen.

Magnet schools are schools which seek to attract a desegregated student body by offering a specialized and focused academic program. Ever since the first form of "Magnet school", the Boston Latin school, was created in 1635, the concept of the "Magnet school" has gained recognition as a means of providing specialized education to students of varying interests and talents. In recent decades, Magnet schools have been especially beneficial as a means of desegregating our Nation's school system. Renowned Magnet schools across the nation include Lowell in San Francisco, Central High in Philadelphia, Lane Tech in Chicago and in New York, we have several nationally recognized magnet schools across the state.

The effort to create and maintain such schools has not been easy. We have waged a constant battle to provide funding for these schools. S. 38 is a continuation of that effort.

In brief, S. 38, which I introduced on the first day of the 100th Congress, reauthorizes the Magnet School Program at $150 million for Fiscal Years 1988 and 1989. This doubles the authorization level for the Magnet School Program from last year, and marks a revitalized Federal commitment to voluntary desegregation in our schools -- a commitment that has been all too dormant in recent years.

I need not tell you, being members of this Subcommittee, that the mandate to desegregate public schools is a Federal one, imposed by the Supreme Court in its decision in Brown v. Board of Education (1954). Although the local control of education is a well-established principle in this Nation, the Federal government must ensure that State and local governments do not violate fundamental Constitutional rights. Brown v. Board of Education held that the long-standing doctrine of "separate but equal" was unconstitutional.

In that decision, Justice Warren wrote,

> ...education is perhaps the most important function of state and local governments. It is required in the performance of our most basic public responsibilities...It is the very foundation of good citizenship...it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education. Such an opportunity, where the state has undertaken to provide it, is a right which must be made available to all on equal terms.
>
> * * *
>
> To separate them (children) from others of similar age and qualifications solely because of their race generates a feeling of inferiority as to their status in the community that may affect their hearts and minds in a way unlikely ever to be undone.

The next step in ending de jure segregation came when the Supreme Court, in Brown v. Board II (1955), held that the judicial branch of government had the power to order local school districts to take positive steps to desegregate their school systems in the most appropriate manner according to the needs of the students attending those schools.

In the years since Brown, we have moved from prohibiting segregation to recognizing the Federal government's responsibility to take affirmative steps to integrate our schools. In the early years after Brown, there was "massive resistance" to the idea of integrated education. Virginia closed its school doors completely, and in Arkansas, we had to bring in troops to allow a young black girl to attend school. Clearly, ending legally sanctioned segregation, and achieving integration were to be two very different tasks.

The first Brown v. Board of Education decision held that desegregation had to take place "with all deliberate speed." However, local officials often used this as a loophole to delay the desegregation process. Consequently, the Supreme Court had to intervene many times to force local officials to implement desegregation plans. The most forceful mandate to come from the Supreme Court since Brown came in the decision Green v. County School Board (1968). In that decision, the Court held that local officials had to "come forward with a plan that promises realistically to work, and promises realistically to work now." That burden was derived from Brown v. Board of Education's edict to "take whatever steps might be necessary to convert (a dual school system) to a unitary system in which racial discrimination would be eliminated root and branch."

The Court reaffirmed this obligation in its 1971 decision, Swann v. Charlotte-Mecklenburg Board of Education. In that decision, the Court held that, "The objective today remains to eliminate from the public schools all vestiges of state-imposed segregation. Segregation was the evil struck down by Brown I as contrary to the equal protection guarantees of the Constitution. ...If school authorities fail in their affirmative obligations under these holdings, judicial authority may be invoked." Hence, local school officials were obligated to take active steps to integrate their schools, and if they would not do so voluntarily, they would do so under court order.

During this time, I was serving in the Administration of President Nixon, and was very much involved in matters relating to education. I was a member of the Vice-President's Cabinet Committee on School Desegregation, which recommended to President Nixon that he propose a program of assistance to school districts and communities implementing voluntary desegregation plans. Federal support for such a program was critical and was indeed necessary to successfully integrate our schools.

On May 21, 1970, based on the Supreme Court's decision in Green, and the Committee's recommendation, President Nixon sent a special message to Congress proposing the Emergency School Aid Act to assist local school districts undergoing desegregation either voluntarily or in compliance with court decisions.

However, it was not until 1972 that Congress took the most urgent step to achieve desegregation by enacting the Emergency School Aid Act. Finally, the Federal government had begun to provide financial assistance to local school districts for desegregation -- a commitment that has been maintained ever since.

Magnet schools are the most successful form of voluntary desegregation to emerge from this Federal effort. In cities where busing has drawn responses ranging from civil disobedience to violence, the creation of Magnet schools has helped to bring about a level of integration and community support that was unthinkable ten years previous.

A prime example of such success is, to my obvious delight, Buffalo, New York. The public schools there, once beleaguered by problems of racial isolation and declining test scores, are now a source of great pride. Since a court order to desegregate its schools in 1976, Buffalo has tried several means of accomplishing this end. Its most successful means of doing so - Magnet schools. Today, Buffalo has 23 magnet school programs.

One of the key elements of that success is a man who has come to testify before you today - Superintendent Dr. Eugene Reville. He was, in very large part, responsible for developing and maintaining the Magnet school program within the Buffalo public school system. One example of the attention Buffalo has received for this program is a 1985 New York Times headline which read, "School Integration in Buffalo Hailed as a Model for U.S."

A crucial factor to Buffalo's success, and countless cities like it across this land, was the Federal support it received to design and operate Magnet schools. But it has not been easy to maintain the support we started over 17 years ago.

Since 1981, when desegregation funding was consolidated into a block grant under Chapter Two of the Education Consolidation and Improvement Act of 1981, funding for emergency school aid assistance has been reduced. From 1981 to 1982, funding for all the education programs folded into the block grant program was decreased from $561.7 million to $483.84 -- a loss of about $78 million. In response to these reductions, in 1982 I introduced the Emergency School Aid Act to re-establish the program of special assistance for school desegregation activities which had existed prior to 1981.

Later, in 1983, Senator Eagleton joined me in introducing a modified version of my earlier bill which would have provided $125 million annually to school districts implementing court-ordered or voluntary school desegregation plans. Eventually, in June 1984, with the help of Senators Hatch and Stafford, we succeeded in establishing a separate Magnet Schools Assistance program under Title VII of the Education for Economic Security Act, (PL 98-377) authorized at a level of $225 million for Fiscal Years 1985, 1986 and 1987. After overcoming the DOE's initial delay in implementing this program -- a delay I might add which robbed schools of funding for the 1984-85 academic year -- we got the program off the ground.

The response has been enormous. In 1985, 126 school districts from 35 States applied for funding. Unfortunately, only 44 could be funded with the existing funds. In its most recent funding cycle, again 126 districts applied but only 38 were funded. Obviously we have many school districts, and countless individual schools, with the desire to implement desegregation programs but without the financial means to do so. To fulfill our Federal commitment, we must have sufficient resources to fund both old and new programs.

For this reason, I introduced S. 38, the Magnet School Expansion Act to ensure that those programs that are working are allowed to continue doing so and those that need start-up funds are given the chance. Let us guarantee that every student will be afforded equal educational opportunities and will reach adulthood free from racial discrimination in their education. The obligation to desegregate our schools is one mandated by the Constitution. We may desegregate our schools on a voluntary basis, with Federal support, or we may resort to the courts to force us to do so. Either way it must be done. We have seen success with Federally funded magnet schools -- I am sure none of us here today wish to undo that success. By passing this bill, we won't. I thank you for the opportunity to come before this Subcommittee, and for your support of this bill.

Senator **Pell**. Thank you very much indeed, Senator Moynihan. I am very glad to be a cosponsor of your bill.

We will move along the panel, and if you would wish to leave——

Senator **Moynihan**. I should be in Finance, if I may.

Senator **Pell**. I just left Finance as a witness, so I know you will be welcome there.

Senator **Moynihan**. Thank you, Mr. Chairman.

Senator **Pell**. Senator Lautenberg.

STATEMENT OF HON. FRANK R. LAUTENBERG, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator **Lautenberg**. Thank you, Mr. Chairman.

I am pleased to be here with my distinguished colleague, Senator Moynihan, whose interest in education is second perhaps only to the Chairman and the distinguished minority ranking member of this Committee.

One of the things that distresses us, Mr. Chairman, if I may take a moment, is that Senator Stafford announced that he would be leaving this body, and that means we will lose a champion of education, someone who has stood up in the face of difficulties at all times on the right position. I have seen him, of course, at work in the Environment Committee, which he chaired, and I serve on. In matters of education, there are few other champions like Senator Stafford and, of course, yourself, Mr. Chairman.

Senator **Pell**. The Chair shares your thoughts.

Senator **Lautenberg**. We are going to miss his presence, but we hope his impact will go on long beyond his service here.

Senator **Stafford**. The Senator from Vermont very much appreciates your sentiments, what you have said.

Let me say that one of the pleasures of serving here in the Congress and the Senate in particular has been working with Senator Pell on educational matters, and with you, Senator Lautenberg, and Senator Moynihan on the Environment and Public Works Committee. I have enjoyed it very much.

Senator **Lautenberg**. I appreciate, Mr. Chairman and Senator Stafford, the opportunity to testify before you this morning.

This hearing focuses on two important educational programs: magnet schools and impact aid, and both serve special needs which make a big difference in particular school districts.

I strongly support magnet schools and am pleased to be a cosponsor of Senator Moynihan's bill, S. 38.

Magnet schools have proved to be a good desegregation tool. And these schools specialize in a particular curriculum or offer special services. In doing so, they are able to attract students from a wide geographic area and from diverse backgrounds. These programs have been very helpful in promoting voluntary desegregation efforts.

The Magnet School Assistance Program should be reauthorized and supported by increased funding. To date, we have lacked the funds for many worthy proposals. Breaking down desegregation is an important goal. Magnet schools help us achieve that with broad support, and I am dismayed that so many projects are left out. But magnet schools are more than just desegregation tools. They offer children enhanced programs in science or math, or foreign languages, or other subjects, and those schools offer a richer curriculum in targeted subject areas, and that's what attracts parents and students to these schools. And that is why, in fact, they are magnets.

Mr. Chairman, in my hometown of Montclair, New Jersey, we have only magnet schools. They have succeeded very, very well. They turn out high quality education. The student mix is from again diverse backgrounds, different ethnicities, different economic conditions, and it makes for a heterogenous, for a wholesome community life and, at the same time, produces very good students. And I again have direct exposure to that, and that is why my interest in magnet schools is as deep as it is.

The other program being considered in this hearing is impact aid. Impact aid is the program some people love to hate. Almost since its inception, Administration officials have tried to kill the program, or cut it back, but impact aid survives and the reason it does is that Senators and Members of Congress understand the importance of these funds. We hear from our local school officials about the loss of tax revenues from the presence of Federal facilities. We hear about the high cost of educating the children whose parents work on those facilities, and we hear that impact aid fills some of the revenue gaps.

I know the members of this Subcommittee understand the need to keep impact aid going. My message to you today is that I am going to support you. Yet, I urge you to try to find a way to simplify this very complex program and to remove some of the uncertainty that surrounds the program year after year.

I would like to discuss briefly some of the new regulations that the Department of Education has proposed. I have already notified Secretary Bennett of my concerns about the new Section 2 regulations.

Section 2 provides payments to districts that lose tax revenue because the Federal Government owns land that is exempt from local property taxes. These payments are based on the value of the property rather than the number of children that are associated with the Federal facility. Section 3 payments depend on the number of children. But taking property off the tax rolls is just as much a financial problem for schools as increasing student enrollment.

The intent of the new Section 2 regulation is to eliminate the so-called double dipping. The regulations aim to stop payments from the Federal Government to districts whose revenue shortfalls are now borne by the States.

In my State of New Jersey, this will have a very negative effect. The less affluent districts are the most penalized. The State equalization aid assists districts with a low ratio of assessed property values to the student population. And yet the proposed regulation would take Federal payments away from those same districts.

Impact aid should make up for the Federal impact on the school district. It does not say that Federal aid is instead of State aid. Even with both Federal and State aid, many districts with low assessed property values cannot match the resources of their more affluent neighbors.

The proposed regulations would only increase this disparity. We know these regulations will cost districts money. The Department of Education's budget request anticipating the regulations called for $10 million for Section 2 next year down from $22 million this year. That cut is certainly going to hurt school districts and, more importantly, it is going to hurt the kids. In New Jersey, five districts could lose a total of $350,000 if the proposed cut is accepted.

The Notice of Proposed Rulemaking was published in the Federal Register with a 45-day comment period. After receiving protests that this was not enough time for all interested parties to comment, the Department provided a 30-day extension. While the extra time is helpful, it does not resolve the fundamental problem.

School financing is extremely complicated. Every State has its own system with its own unique features. Determining the effect that changes in Federal regulations will have on State and local finances is not a simple matter. To avoid unnecessary problems, the Department should have some procedure to assess the impact of proposed regulations even before they are published. A review panel might be able to serve this purpose, or the Department might even consider using regulation negotiation. That is a process which brings interested parties in at the drafting stage. The regulatory process does not have to be an adversarial process. The regulators and the regulated should have a way of working together to avoid confrontation and to avoid bad, unworkable proposals.

In conclusion, I would like to reiterate my support for both magnet schools and impact aid. Both programs serve important Federal purposes and allow schools to serve children better. Both programs have the flexibility, allowing schools to develop programs to serve local needs.

I am grateful for the opportunity to testify and to again encourage the Committee to move soon on reauthorizing both programs.

Thank you, Mr. Chairman.

Senator PELL. Thank you very much indeed, Senator Lautenberg. And I would add, that like you, I have expressed my concern regarding the new regulations to the Secretary of Education.

Without objection, we will insert in the record at this point a letter to that effect.

[The letter referred to follows:]

[illegible]

United States Senate
COMMITTEE ON LABOR AND
HUMAN RESOURCES
WASHINGTON, DC 20510

July 15, 1987

The Honorable William J. Bennett
Secretary of Education
400 Maryland Avenue S.W.
Washington, D.C. 20202

Dear Secretary Bennett:

As you know, the period for commenting on proposed regulations to revise definitions under the Impact Aid program closes today. We appreciate the Department's cooperation in extending the comment period.

We are writing to urge that the Department take special note of comments submitted by Harold Raynolds, Jr., Massachusetts Commissioner of Education, and by the National Association of Federally Impacted Schools. We are particularly interested in the Department's response to a concern raised by the National Association that the proposed redefinition of "Federal Property" is not supported by the statute. As this redefinition would have a significant impact on districts with substantial amounts of "section 8" housing, the regulations should not go into effect if their statutory authority is questionable. The Committee will be looking into the effect of this change when we consider reauthorization of the Impact Aid program later this year.

Thank you for your consideration of these matters.

Sincerely,

Edward M Kennedy
Edward M. Kennedy

Orrin Hatch
Orrin G. Hatch

Claiborne Pell
Claiborne Pell

Senator **Pell**. Thank you for being with us.

Senator Stafford.

Senator **Stafford**. I have no questions. I appreciate the testimony of my friend, Senator Lautenberg, and it seems almost as though we were on Environment and Public Works this morning with you and Senator Moynihan over here.

Thank you for your testimony.

Senator **Lautenberg**. You are going to leave a hole here. I don't like it.

Thank you very much, Mr. Chairman.

Senator **Pell**. Thank you very much indeed.

We now come to our first panel on magnet schools, Dr. Robert Brooks, Director, Magnet Programs, Providence, Rhode Island; Joseph Murray, Associate Superintendent, Buffalo Public Schools, Council for Great City Schools, Buffalo, New York; Edward Felegy, Deputy Superintendent of Schools, Prince George's county Public Schools, Upper Marlboro, Maryland; Dr. Mary E. Busch, President, Indianapolis Board of Education, Board of Directors, National School Boards Association, Indianapolis, Indiana; and Dr. Laval Wilson, Superintendent, Boston Public Schools, Boston, Massachusetts.

I would remind the panel that the individual statements should be limited to five minutes. Do not be shocked: The bell will go off and the red light will shine at that moment, and the full statements will be inserted in the record as if read.

We will go right through the panel and reserve questions for afterwards if that is agreeable with the ranking member.

Senator **Stafford**. Sure.

Senator **Pell**. Mr. Joseph Murray.

STATEMENTS OF JOSEPH MURRAY, ASSOCIATE SUPERINTENDENT, BUFFALO PUBLIC SCHOOLS, BUFFALO, NY; DR. ROBERT G. BROOKS, DIRECTOR, MAGNET PROGRAMS, PROVIDENCE, RI; EDWARD M. FELEGY, DEPUTY SUPERINTENDENT OF SCHOOLS, PRINCE GEORGE'S COUNTY PUBLIC SCHOOLS, UPPER MARLBORO, MD; DR. MARY E. BUSCH, PRESIDENT, INDIANAPOLIS BOARD OF EDUCATION, BOARD OF DIRECTORS, NATIONAL SCHOOL BOARDS ASSOCIATION, INDIANAPOLIS, IN; AND DR. LAVAL WILSON, SUPERINTENDENT, BOSTON PUBLIC SCHOOLS, BOSTON, MA

Mr. **Murray**. Mr. Chairman, my name is Joseph Murray. I am Associate Superintendent of the Buffalo Public Schools, and I am substituting for Eugene Reville, Superintendent.

I am most pleased and enthusiastic to be testifying today on behalf of the Council of the Great City Schools, and I thank the Subcommittee and its esteemed Chairman and ranking member for the opportunity to testify on the reauthorization of the Magnet Schools Assistance Act.

Mr. Chairman, the Buffalo Public Schools and the Council of the Great City Schools are particularly pleased to have been intimately involved in the initial authorization of the Federal Magnet Schools Program in 1984 and would like to acknowledge the commitment and dedication of Senator Moynihan, former Senator Eagleton, Senators Pell and Stafford, and Senator Hatch in the formulation of this program.

Many large urban school districts are in trouble. They are operating in cities which are unable to provide more than the minimum mandate handed down by their State Education Departments. These city school systems are predominantly minority, have a disproportionate number of pupils with handicapping conditions and pupils with special educational needs. Many of these school systems are under Federal court orders to desegregate their schools.

Underfunded city school systems with forced bussing experience middle class flight, not just white flight. Both minority and majority flee to better equipped, modern, fully funded suburban schools, or they enroll in private, parochial, and Christian schools within the city.

This not only erodes the real estate tax base, which many of us live by, but it also takes out of the schools the powerful forces that are advocates for the public schools and working against or with us to get more funds from the power structure.

Magnet schools have turned things around for city school systems. City school systems can compete using existing resources available, mainly in cities: zoological gardens, museums, libraries, colleges, and universities: and there are enough pupils available in cities who want to enroll in a wide variety of programs to make them economically feasible. This allows parents of children going to city schools where there are magnet schools to opt for a magnet school rather than their fixed assignment so that the parents may choose an educational style in a magnet school to match the learning style of their children. And, of course, these options were available only to the more affluent in other times.

Setting up magnet schools and supplying the extras to make them attractive costs money. We are recommending a doubling of the Magnet School Assistance Program to a total of $150,000 annually for the next four years. This action would make the very special features and creative innovations of Magnet School Act funds available to many other districts.

As you are aware, in 1986-87 school year, 120 districts applied for fundings, but grants were only made to 38 school districts. Consequently, our petition is for a four-year renewal and a doubling of the annual refunding of the Magnet School Assistance Act.

In Buffalo when our court order to desegregate came down in 1976, we were a school system with many problems, including poor attendance, high dropout rates, and the worst reading and math scores in New York State. Emergency School Aid Act funds were available in 1976, and we used these funds to organize and involve parents and community groups along with our staff to develop the kinds of programs from which magnet schools evolved. In Buffalo we now have an Academy of Visual and Performing Arts, a Science/Math Magnet. We have a school right on the grounds of Buffalo's Zoological Society. We have a school at the Science Museum. We have three schools at colleges and universities within the City of Buffalo, further academies, a traditional school, a Montessori school. All in all, we have 22 options for parents to have their children attend schools other than their mandatory assignment school.

In these schools, which are now all racially balanced, we have 14,000 youngsters attending.

We now have one of the finest school systems in the country. Our population has stabilized. We have been able to attract back into the Buffalo schools thousands of youngsters who were going to private and parochial schools. Our attendance rate this past year was 91.8 percent. Our dropout rate was 4.7 percent. And our reading and math scores have soared.

Secretary of Education William Bennett visited our school system this past June to distribute plaques to our six schools of excellence in Buffalo. He wrote to the Superintendent, and I quote, "In my travels around the country, I visit many school systems. The Buffalo School System is a great one, and I am sure that the excellent achievement of your schools in no small measure is attributable to the outstanding leadership and enthusiasm I witnessed with you and with the schools' faculty. Thank you for your dedication to education. I shall long remember the Buffalo schools."

These large strides could not have been taken had it not been for Federal and specifically Magnet School Assistance funding. A number of school systems are now moving toward magnet schools as an alternative to forced bussing. And since city schools must compete with suburban schools, this means that the magnet programs must be super desirable and have a structure that promises productive permanence.

St. Louis and Little Rock, for example, need the support that only the Federal Government can provide. These school districts, among others, will provide the sweat and inspiration, but Federal aid will encourage local support; and parents and children will participate because of the excellence of the program.

[The prepared statement of Mr. Murray follows:]

Testimony
on
The Reauthorization of the Magnet Schools Assistance Act

Presented to the
Subcommittee on Education, Arts and Humanities
of the
Committee on Labor and Human Resources
U.S. Senate

Presented by
Eugene Reville, Superintendent
Buffalo Public Schools

On Behalf of
The Council of the Great City Schools

July 30, 1987
Washington, D.C.

Mr. Chairman, my name is Joseph Murray, Associate Superintendent of the Buffalo Public Schools, and I am substituting for Eugene Reville, Superintendent. I am most pleased and enthusiastic to be testifying today on behalf of the Council of the Great City Schools. I thank the Subcommittee and its esteemed Chairman and Ranking Member for the opportunity to testify on the reauthorization of the Magnet Schools Assistanct Act.

Currently in its 31st year, the Council of the Great City Schools is a national organization comprised of now 43 of the nation's largest inner-city public school systems. Our leadership is comprised of the Superintendent and one Board of Education member from each city, making the Council the only education group so constituted and the only one whose membership and purpose is solely urban.

The Council's membership serves about five million inner-city youngsters, or approximately 12% of the nation's public school enrollment. About one-third of the nation's Black children, 27% of the Hispanic children and 20% of the nation's Asian children are being educated in our schools. In addition, about one-quarter of all the children below poverty in this nation reside in our cities (see attached table) and nearly 80% of our urban children are eligible for eith a free or reduced price lunch daily.

Mr. Chairman, the Buffalo Public Schools and the Council of the Great City Schools are particularly pleased to have been intimately involved in the initial authorization of the federal Magnet School's program in 1984, and would like to acknowledge the commitment and dedication of Senator Moynihan, former Senator Eagleton, Senators Pell and Stafford, and Senator Hatch in the formulation of this program.

I've come here to today to talk to you about money -- probably not a singular or extraordinary event in the lives and experiences of the members of this honorable body. Money has been discussed by many experts but perhaps none as perceptively as the American humorist Finley Peter Dunne, who wrote as "Mr. Dooley." Mr. Dooley, in discussing with his friend Mr. Hennessey the success of a prominent financier of the day, observed, "He made money because he honestly loved it with an innocent affection -- he was true to it. The reason you have no money, Hennessey, is because you don't love it for itself alone. Money will never surrender to such a flirt."

I don't want to get into the theological implications of the Biblical warning that, "The love of money is the root of all evil," except to note that the lack of money is not an undiluted blessing. My purpose today is to ask you to consider the plight of the many school districts which are in the position that Buffalo was in some ten years ago. They badly need funding for the special schools, generally termed "magnets", which made it possible for Buffalo to turn the corner and turn Buffalo's Public Schools into attractive and vibrant learning centers.

My concern and that of the Council of Great City Schools, which I am privileged to represent, is the impending need for a doubling of the funding to a total of $150 million annually for the next four years. This action would make the very special features and creative innovations of Magnet School Act available to many other school districts. As you are aware, in the 1986-87 school year, 126 districts applied for funding, but grants were made to only 38 districts. Consequently, our petition is for a four-year renewal and a doubling of the annual funding of the Magnet School Act.

While this request may seem, at first impact, to be a case of overvaulting presumption, it is, in truth, a very modest proposal in terms of means to an end. The end we in Buffalo had envisioned was the excision of racial isolation in our schools and the introduction of new, vital and relevant educational patterns, directions and curricula. We -- a pronoun which includes staffers, the United States District Court, and above all, the pupils and parents of Buffalo -- have received concrete assurance that we have succeeded.

When federal funding was cut, the Buffalo Public Schools lost -- or suffered severe losses in -- many of the offerings and programs which make magnet schools unique, distinctive and desirable. Some of the most conspicuous of these losses are valuable teacher and community inservice sessions which had to be sacrificed as did the employment of community aides, human relations specialists and the services of many reading and math specialists, who were virtually the sine qua non of our remediation program. In addition, programs which make magnets different - dance offerings, chorus, orchestra and ORFF music - have been lost. Children in the magnet schools no longer have art, music and physical education in the primary grades or the cultural programs provided by ESAA grants.

Many items of single purpose magnet school equipment are now 10 years old and are no longer useful or functional. This is a case of "for want of a nail, the shoe was lost; for want of a shoe, the horse was lost; and for want of a horse, the rider was lost."

A special problem which has confronted many urban districts is the wealth and attractiveness of the physical plant in suburban districts, a reality which makes it difficult to attract students from outside city districts.

Another factor which has diminished the ability of cities to maintain magnet programs on their own is the impact of teacher raises on budget projections. In Buffalo, the 1981-82 budget figure needed per teacher is $18,000. In 1988, the amount will rise to $30,000. The decreased purchasing power of the dollar also enters the picture as a qualifying factor and has serious program implications.

Other losses include technical consultants, evening enrichment programs, supplies and field trips. In addition, we have had to eliminate programs which address the safety of pupils and programs which worked with high-risk pupils. The inservice aforementioned is an especially serious concern because it contributes largely in making a a segregated school community an integrated one and helps to eliminate the vestiges of discrimination.

The cuts made thus far in federal education funding are especially painful for school systems newly embarked on magnet development. They need monies for start up and to provide a program that will attract parents and children. Voluntary desegregation works -- and works superbly -- but it costs money.

A number of school systems are now moving toward special magnet schools. St. Louis and Little Rock, for example, need the support that only the federal government can provide. They, among others, will provide the sweat and the inspiration. Federal aid will encourage local support, and parents and children will participate because of the excellence of the program and because they feel that theirs is not an isolated program but one which is nationally supported and recognized. Little Rock and St. Louis, cities in which I am honored to serve as a consultant, want and need magnet schools but the odds are long that they will get them without federal assistance.

Illustrative of the plight of urban school systems, Buffalo's predicament is fairly typical. In 1981, Buffalo received $6.7 million in labor intensive programs. Teachers' salaries in Buffalo went up 54% over the last six years. We would need $10.3 million dollars to replicate our 1982 ESAA program. We received $3.2 million for the 1987-88 school year. This is $7.1 million dollars short of what we need to implement the services paid by the Federal government in 1981 in Buffalo.

The paramount fact is that magnets must remain attractive to be successful. If magnet supporting funds are siphoned off or taken from other budget areas, the result is resentment and the rise of factionalism - fatal to magnet school growth. Since city schools are traditionally underfunded and predominately minority in population, magnets must compete for white students both in the city and in the suburbs. This means that the magnet program must be super-desirable and have a structure that promises productive permanence.

April, 1976, marked the beginning of court-ordered desegregation in the Buffalo Public Schools. In the 1960's and the 1970's, the city, and its schools, experienced a massive drop in population. This loss was accompanied by a concomitant loss of confidence in public education and was a reflection of the national trend of school disruptions, demonstrations, and decline in reading and math achievement. The older school buildings were deteriorating at a rapid pace, teacher morale was at an all-time low, and a study of black and white student placement showed that 68 schools were segregated out of a total of 94.

The above mentioned 1976 court order was the deus ex machina for positive change in the Buffalo Public Schools. In sum, because of it, 24 old school buildings were closed, the loss of students was slowed, and, in the past year, reversed. Buffalo has, over the last five years, the best student retention record of any public school system in Erie County, a record unique among public school districts under court-ordered desegregation. Reading and math achievement scores have improved dramatically and large numbers of students from private and parochial schools, attracted by the deservedly acclaimed magnets, entered the Buffalo Public Schools.

The dropout rate has improved -- particularly for black students -- and attendance for all students has improved. As a somewhat serendipitous concomitant, eight Buffalo schools were named by the Commissioner of Education of New York State as Schools of Excellence, and five of these eight received national honors from the United States Secretary of Education -- in 1985-86 Buffalo won a larger number than awarded to any other school system in the nation.

While the successes are obvious, we cannot and do not pretend that our task is finished. Substantial gains notwithstanding, constant care must be taken to insure that resegregation -- in any form -- does not take place. We have taken and will take every precaution to insure that this doesn't happen, but we need your help and your voice for the aid we are seeking.

Specifically, as a result of the infusion of federal monies, the Buffalo Public Schools have only one school that has been identified by the New York State Education Department as having a dropout rate high enough to be considered a problem. In 1985-86, the overall district dropout rate was only 5.2%. It is appropriate also, at this point, to note that the Buffalo Public Schools rated very highly in the State Education Department's newly instituted Comprehensive Assessment Report. The report ranks schools and school districts according to their record in a number of areas. These include size, socio-economic status, Pupil Evaluation Program scores, attendance, dropouts, Regents exam results, number of graduates and kinds of diplomas granted. The Comprehensive Assessment Report (CAR) is essentially a statewide gauge of a school district's effectiveness. The latest Board of Regents show Buffalo has lowest proportionate number of children in need of remedial assistance among the major cities in the state. The guidelines used by CAR are the same as those used by all schools in Buffalo to develop Comprehensive School Improvement plans, which state short-range and long-range goals in areas such as curriculum, order and control, school climate and administrative effectiveness.

Statistically, the dropout -- or more correctly -- the early leaver rate in Buffalo has been declining yearly as a result of a unique and purposeful series of action programs designed specifically to keep boys and girls in school.

In the elementary grades, the Buffalo Public School program which addresses the youngest children in the district is the pre-kindergarten program, designed for the four-year-old population. This is the largest program of its type in New York State. These children are given broad-based language and socialization experiences aimed at developing the cognitive skills prerequisite to formal reading instruction. If a child evidences developmental lags, program adaptations and corrections are made. The number of children currently attending pre-kindergarten classes is approximately 1,500.

Following up on the research finding that below normal reading scores are the most accurate predictor of high school failure, the all-day kindergarten is the next level of programming aimed at reducing academic failure. The all-day kindergarten continues pre-K instructional modes and provides screening in gross motor skills, fine motor skills, auditory, visual and language skills. The results of the screening are used to design a sequential basic skills development program for each student. This program is based on the "Early Prevention of School Failure," a nationally validated model made available through the diffusion network of the United States Office of Education. About 4,000 students are involved in the all-day Kindergarten program.

The next level of preventive instruction occurs in grades 1 and 2 in the Early Childhood Centers. Approximately 3,300 students are involved via an intervention model which features formal basic skills instruction. A homework model with calendar-based activities serves to strengthen the educational bond between home and school and also reinforces skills and develop study habits. An evaluation of the Early Childhood Centers produced some extremely gratifying results. Using the California Test of Basic Skills, Buffalo's grade 2 pupils in the Early Childhood Centers made a startling leap in reading scores. In 1980-81, some 40% of them were in stanines 1-3, the lowest level of reading ability. In 1985-86, only 13% of them were in stanines 1-3, despite the fact that the number of students in 1980-81 was only 463 and in 1985-86, the number increased to 1,185, a significantly larger group with a significantly smaller percentage of students in the lower stanines.

Complementing the elementary program throughout the grades are the support services provided through Chapter I funds. These funds are blended with state incentive grants to provide a comprehensive and well-articulated network of remedial reading and math services plus a strong parent involvement program.

All children in grades 1-8 are tested yearly with appropriate levels of standardized tests. Students identified as scoring in the first three stanines are targeted for remedial services. These services are provided by means of resource teachers and/or pull out special classes. Intensive work is focused on grades 3 and 6 since these are the major transition points in elementary education. Additionally, students in grades 3-6 experiencing difficulty in content area subjects are given packets of materials to work on at home. These children are asked to call assigned teachers for any necessary assistance and to submit their completed packets for evaluation. Progress reports, based on submitted materials, are sent to the parents, thereby involving the parent and the home in the child's education.

Grade 4 students participate in a special reading program designed by reading specialists and implemented by the classroom teacher. The specialist redesigns content area material for the underachieving student, thus enabling him or her to remain with the peer group and work in the content area without constant failure.

The success of these programs is perhaps best evidenced by comparing the 1981 and the 1986 results of grade 3 and grade 6 testing of reading ability by the New York State Pupil Evaluation Program (PEP) tests. In 1981, the grade 3 scores found 33% of the pupils tested in stanines 1-3; in 1986, the number was reduced to 20%. In 1981, the grade 6 scores revealed that 13% of those tested were in stanines 1-3; in 1986, the number declined to 7%. It is obvious that this reduction in numbers is highly significant and an important indicator of Buffalo's success in reducing reading failure. Both the standardized tests and the PEP tests attest to the decreased numbers of students functioning in stanines 1-3. The results also remind us that without vitally important federal money, many of these programs would languish on the vine. The Homework Hotline, for example, has now been operational for four years. Students may call from 5:00 to 8:00 p.m., Monday through Thursday, during the school year and speak to a teacher who will assist them in working through an assignment.

In the secondary schools, the Buffalo Board of Education, with the aid of federal funds, has provided a number of options for those pupils who enter high school as underachievers. In addition to an extensive summer school program for secondary subjects failed (and an elementary program focused on reading and math skills) the Board has provided a program called the Buffalo Alternative Satellite Program. It has done an excellent job in providing relevant and productive options for high-risk students. A far cry from the "holding center" concept used in the past, the Alternative Program, begun in September, 1985, provides an individualized, comprehensive educational program for Buffalo resident youth who may be currently enrolled in or who may have left a secondary school before graduation. At present, over 800 high-risk students attend the Alternative High School or one of its eight satellites. Each student is given a preadmission assessment and an individualized education plan (I.E.P.) is designed for him or her. Each program participant spends four half days at a satellite center for academic instruction and one half day at the Alternative High School for vocational job-related instruction.

In the area of attendance, a district-wide effort has been made for the last several years to increase the average daily attendance in Buffalo Public Schools. A number of innovative programs have successfully addressed this problem to the point where the 1981-82 average daily attendance of 89.0% has risen - in 1985-86 - to 91.79%

Another magnet school by-product is stability of enrollment. As the city's population has declined, the Buffalo Public Schools have had a stabilizing influence and have attracted many young families to return to urban living in order to participate in the excellent educational programs offered to city children. Not surprisingly, the Buffalo Public School population reflects the second lowest decline of any of the twenty-nine surrounding school districts over the past ten years -- a period of time which matches exactly the period during which the Buffalo desegregation-integration plans have been implemented.

The 1985-86 school year saw Federal Education Secretary William Bennett honor four Buffalo Schools, the highest number in any public school district in the country, with National Excellence Awards. The four schools included: Futures Academy, School 54 Early Childhood Center and two of the District's grades 3-8 Academies, West Hertel and Houghton. These schools were selected on the basis of measured success in using resources, meeting students' needs, achievements in reading and mathematics and the school's record in overcoming obstacles and sustaining progress.

In February, 1984, Frederick Law Olmsted School was named one of nine exemplary high schools in New York State by Commissioner Gordon Ambach. The school was nominated under the United States Education Recognition Program and was the only Western New York school selected for this honor.

A 1986 nation-wide search for successful programs to improve the education of disadvantaged children resulted in special recognition by the United States Department of Education for the Chapter I Early Push Program. The program was one of 279 submissions by districts nationally, and among the 130 earning the distinction in April, 1986.

After nomination by the New York State Education Commissioner in February, 1985, the School 59 Science Magnet: Zoo Component, was one of 227 public and private secondary schools cited as "models for the nation" by the Department of Education National Commission on Excellence in Education. Secretary of Education, William J. Bennett, after a June 1987 visit to Buffalo, commented in a letter to us, "In my travels, around the country, I visit many school systems. Buffalo's school system is a great one. I'm sure that the excellent achievement of your schools is in no small measure attributable to the outstanding leadership and enthusiasm I witnessed with you and with the schools' faculty. Thank you for your dedication to education. I shall long remember the Buffalo schools."

The Buffalo District schools have been recipients of many accolades in out-of-town press, i.e., the "Cleveland Plain Dealer", "the New York Times", and the "New Republic" magazine. A research study by Dr. B. Cooperman and Mr. M. Fishley entitled, "A Study of Selected Open Space Schools in New York State," published by the State University College at Buffalo in 1979, cited the Waterfront School as a superior example of an open space/open education model.

Thanks to the Emergency School Aid Act (ESAA), staff development is an ongoing process which has involved thousands of district teachers and administrators over the past several years. The particular focus has been on providing staffers with materials, strategies, and techniques designed to meet the needs of children with special learning problems and/or behavior problems.

Similarly, parent involvement in the Buffalo Public Schools owes its growth and development to the desegregation planning and implementation process and to the ESAA which made possible and necessary the formation of ESAA Advisory Committees, Human Relations Committees, the manning of Information Hotlines, and School Integration Advisory Committees.

From 1977-1986, a grand total of 2,848 boys and girls from private and diocesan schools have applied for and been accepted in a Buffalo public magnet school. This total does not include the thousands of Pre-K and Kindergarten children who, traditionally, would have attended private and/or diocesan schools and who have opted for a Buffalo public Pre-K or Kindergarten class. The magnet schools, located in inner-city minority neighborhoods, now enroll over 14,000 students. Of this number, 7,780 are minority and constitute 55.6% of the total magnet school population. These schools have brought white students into the inner city and have balanced previously all-black school populations.

Academically, our schools have shown remarkable gains. From the standpoint of a number of objective and discerning observers, we have made tremendous strides forward. This came about because we had resourceful people working for us and with us, and because we offered programs which appealed to all segments of Buffalo's neighborhoods. In all honesty, however, many of these large strides could not have been taken had it not been for federal, and specifically, magnet school funding. If you are to make major educational gains, you must have major funding, or the best laid plans will be, perforce, laid quietly to rest. Death is the great leveler but, as you know so well, lack of adequate and timely funding is the great extinguisher.

Summary of Recommendations for Reauthorizing the Magnet Schools Assistance Program

by the

Council of the Great City Schools

1. Expand authorized spending level from $75.0m to $150.0m.

2. Allow fund to be used for program operation in addition to program expansion.

3. Retain current "special considerations" provision in the law.

4. Permit no more than 15% of funds to be carried-over from the first to the second year of a grant cycle at local discretion.

5. Begin program year on July 1st rather than on October 1st so that projects correspond with other federal progams.

Senator PELL. Thank you very much indeed, Mr. Murray.

Dr. Brooks, welcome from Rhode Island.

Dr. BROOKS. Good morning, Senator Pell and Senator Stafford and members of the Subcommittee. Greeting from Rhode Island.

My name is Dr. Robert G. Brooks, Director of the Providence Elementary Magnet Schools program. I am pleased to be here this morning to offer testimony on the reauthorization of the Magnet School Assistance Program.

The report you have, by the way, which is green in color, symbolic of the additional funds that we need for the magnet program, attempts to provide essential information on the rationale for magnet education, the background, present status, some highlights of our accomplishments of the elementary magnet program in particular, and four recommendations for changes in Public Law 98-377, Title 7.

Magnet education in Providence is designed to assist in implementing a desegregation plan by bringing together students from different social, ethnic, and racial backgrounds. The design of our magnet program and the curriculum established we feel strengthens the tangible, marketable educational skills of students attending magnet programs.

In our city, we have two elementary schools recently designed around a magnet theme, and we have five high school programs within high schools.

In Providence, magnet education fosters linkages among school staff, parents, concerned citizens and college and university personnel and the business community. Each of our magnet schools and programs has been adopted by a business community. The involvement of each segment in the total experience of a magnet student, whether it is in a school or in an off-campus location, contributes to the total effectiveness of the program. Students and parents who have chosen a magnet program feel a closer involvement in the educational process since they have selected a theme in which there is a special interest.

We feel there are greater consequences for career awareness, exploration and field placements through magnet experiences in our elementary and secondary schools.

This past year, out of 19,740 students enrolled in the Providence Public Schools, 55.2 percent were minority. This is an increase of almost 4 percent from the previous year, and 44.7 percent are white, including Portuguese. The minority population is 24.9 percent black, 18.8 percent Hispanic, 11.1 percent Asian-Pacific Islands, and 0.4 percent American Indian. In one year, the Hispanic population portion increased almost 5 percent, and the Asian-Pacific Islander almost 3 percent.

At the secondary level, out of 5,099 students in the Providence secondary schools, 52.7 percent are minorities. Many may never graduate. Almost one out of every two students entering the ninth grade in Providence probably will not graduate four or even five years later. The dropout rate for all students is over 35 percent. Black students have a 44 percent dropout rate, Hispanic 42 percent.

On the bright side, in Providence, we have strong neighborhood ties. They characterize our city. One of our high schools, for example, Central High School, and its feeder pattern, include most of the city's low income and minority neighborhoods. This includes the South Providence areas and the West End. Median income is approximately $8,700. They have the highest unemployment rate, some 25.1 percent, and a large number of single parent households. This background provides the Providence School Department with a setting in order for us to set a goal to deliver quality, economically effective, and desegregated education. In a school system with a growing minority population, now over half the student body, the Providence School Department is committed to improving the education for all students, and we are particularly concerned with the needs of minority and disadvantaged students and our neighborhood issues.

We feel our schools play a major role in the life of the community.

Our Magnet Education Program is linked with the University of Rhode Island. In fact, it is probably one of our most substantial initiatives, to be linked with the University of Rhode Island. It is our school partnership program between URI and the Providence School Department. We work with the Urban Field Center in the elementary and secondary school level programs (Diagram One).

In your report, I have included a partnership program, brochure as well as descriptions of our two elementary school magnet programs. I have also provided in Diagram 1 an illustration of our schools in the feeder pattern in which we have Magnet School Programs. This is provided for you on page 14.

In conclusion, I would like to offer our recommendations for changes in the law. We feel, first of all, appropriations (sec. 701) should be increased in order for the public school systems to carry out the provisions and intent of the law. We would like to see the use of funds (sec. 706) involved in the legislation to change to include transportation and consultant services for those projects that in fact do involve academic improvement for the students. And these projects usually are the ones that relate to business, agencies, communities or higher education institutions. But we are restricted from providing transportation and special services through consulting contracts.

Section 708 talks about the "incentive points" for special consideration, and we would like to recommend that you include a section that enhances, increases, and encourages collaborative efforts with higher education institutions. In Section 710 we would like to see the definition of the section on "limitation of payments," dealing with planning expanded. We would like to see that—we are satisfied with the 10 percent, but we feel that is a short term—an additional 5 percent that would allow agencies with grants to go beyond the one-year type of planning, the updates, perhaps to do some demonstration or some dissemination that usually involves more costs over a longer period.

Thank you very much, Senator Pell, for the opportunity to speak.

[The prepared statement of Dr. Brooks follows:]

HEARING
SENATE SUBCOMMITTEE ON EDUCATION
ARTS AND HUMANITIES

ON

MAGNET SCHOOLS ASSISTANCE

PROGRAM

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INTRODUCTION

Providence, the capital of Rhode Island, is a northeastern city with a rapidly increasing low income and minority population. It is a northern terminus of the new Southeast Asian immigrant population. One out of every four babies born in Providence are born to this new population. The median income for Providence in 1980 was $14,894.00, the lowest in the six cities comprising the metropolitan area. The city has experienced large scale out-migration common to inner cities, over 12% between 1970-1980, but indicators point to a reversal of this trend through immigration and the very small beginning of a return of the young professional class to the city.

When such major changes take place, often overlooked are the minority and low-income underclass which has come to typify so many of the older inner cities including Providence. Out of 19,740 students enrolled in 1986-1987 in the Providence Public Schools, 55.2% are minority, an increase of almost 4% from 1985-1986, and 44.7% are white including Portuguese. The minority population is 24.9% Black, 18.8% Hispanic, 11.1% Asian Pacific Island and 0.4% American Indian. Ine one year the Hispanic population proportion increased almost 5% and the Asian Pacific-Islander almost 3%. Out of the 5,099 students in the Providence secondary schools, 52.7% are minorities. Many never graduate. Almost one out of every two students entering the ninth grade in Providence will not graduate 4, or even 5 years later. The dropout rate for all students is over 35%. Black students have a 44% dropout rate and Hispanic students 42%. One result in Rhode Island is that 39% of the adults have not graduated from high school. And the proportion of Providence adults, who are the parents of these school dropouts, is even larger. Providence also has a very large number of adults for whom English is not their native tongue. Besides a major population of Hispanic and Portuguese, Providence has the largest Southeast Asian community east of the Mississippi and the largest Cambodian community in New England.

Within Providence, strong neighborhood ties characterize the city's demographic pattern--one high school, Central High School, and its feeder pattern, include most of the city's low income and minority neighborhoods: South Providence and the West End. Home to almost all the minorities in Providence, the area of the city has the lowest median income,$8,672; the highest unemployment rate, 25.1%; and the largest number of single parent households. Many of the households do not speak English as their native tongue. Three-fourths of the housing, built pre-1940, is renter-occupied. Many are characterized by poor family relationships, low socioeconomic status, lack of role models for achievement in education, as well as poor peer influence, all of which reinforce negative educational goals. Students often have a low level of identification with school.

It is in this setting that the goal of the Providence School Department is to deliver quality, economically effective and desegregated education. In a school system with a growing minority population, now over half its student body, the School Department is committed to improving the education of all students and particularly concerned with the needs of minority and disadvantaged students and neighborhood issues. The school plays a major role in the life of the community.

In order to maintain a racially balanced school system in the City of Providence and to bring into compliance those individual schools which are not in balance, the School Department has revised and updated its desegration plan. A policy strategy which will racially balance the schools and focus on minority students to keep them in school until graduation has been developed and has begun to be implemented in a series of changes recently instituted by the School Department. These individual efforts have begun to alter the delivery of educational services provided to the City's students and include: five magnet high school programs established since 1978; minimum competency standards for the elementary levels; a TIMES 2 mathematics and science enrichment program for minority students; pre-first grade programs designed to start a child achieving with peers upon entry into formal first grade; comprehensive reading, mathematics, bilingual/ESL programs, health and nutrition programs; and Adopt-A-School programs initiated by the Providence Chamber of Commerce to pair schools and businesses.

DESEGREGATION EFFORTS AND DESCRIPTIONS OF MAGNET PROGRAMS

One of the most substantial initiatives has been a University/Partnership between the State's land-grant institution, the University of Rhode Island, and the Providence School Department. Begun with a pairing between the University of Rhode Island's Urban Field Center and Central High School's Government and Law Magnet in 1978, it has grown into a partnership between University of Rhode Island and the six schools in the Central High School K-12 feeder pattern. (Diagram One)--(Descriptions of Providence's two magnet elementary schools & URI/PSD Partnership Program).

In 1983 the Superintendent asked for a revision of the voluntary desegration plan to meet the unbalance in the elementary schools in the Southern Area of Providence. This plan, approved by the School Board, has been implemented with a combination of local, state and federal funds. It was updated in the summer, 1986. The school district has met with success in attracting both minority and non-minority students to its two new city-wide magnet elementary schools both located in South Providence. In order to expand this concept of quality integrated education, however, additional resources must be made available for the establishment of an innovative new concept, a magnet feeder pattern. The two magnet elementary schools, Sackett Street School for Basic Skills and Science and Technology (BEST) and the Gilbert Stuart Elementary School for International studies, in Providence have shown a stabilizing influence in the non-minority portion of our student population and in preventing the rise of racial isolation through voluntary school enrollment. Without the magnet program, erosion of the non-minority student population in the public schools would be experienced. For that reason, and because some of the schools in the Southern area feeder pattern are most nearly not in compliance with desegration guidelines, we plan to focus on a magnet feeder pattern with support from local, state and federal (PL98-37) Title VII funds and the University of Rhode Island and the Greater Providence Chamber of Commerce. The feeder pattern includes

Elementary - Broad, Stuart, Fogarty, Sackett Reservoir, Flynn

Middle School - Roger Williams

High School - Central High School, Hope High School and has been developed in four phases:

Phase I (1983-1984) was undertaken with local and State University funding. It included the development of the revised desegregation plan and the establishment of the first magnet elementary school, the Sackett Street School for Basic Skills, Science and Technology (BEST), along with the creation of community and advisory groups.

Phase II (1984-1985) was undertaken with local and State University funding. It included the establishment and operation of the Sackett Street Elementary School magnet, initial steps in planning for the International magnet at Gilbert Stuart Elementary School, and the development of the articulation of activities and curricula between the Sackett Street Elementary School and Roger Williams Middle School.

Phase III (1985-1986) was undertaken with federal, local and State University funding. It focused on the establishment of an International magnet at Gilbert Stuart, the elementary school that was, at that time, most out of compliance. The magnet emphasizes careers, economics, international trade and law, family life and languages, literature, arts, and high technology. The federal funds assisted the staff in continuing to update the desegregation plan, strengthening the BEST Magnet at Sackett Street Elementary School, developing the curriculum, and the establishment of technical advisory committees for each school.

Phase IV (1986-1987) was undertaken with federal, local and State University funding. It focused on articulating with the feeder schools, reviewing compliance, continuing support for the Sackett Street (BEST) magnet and for the International Studies Magnet at Gilbert Stuart Elementary School, the technical transfer of magnet activities and curricula to Reservoir Avenue Elementary School, Broad Street Elementary School and Mary E. Fogarty Elementary School--all of which lie within the designated feeder pattern--established magnet activities at Roger Williams Middle School, and implement a variety of enrichment activities in the designated feeder pattern.

The Revised Voluntary Desegregation Plan

The revised voluntary desegregation plan is designed to bring students from different social, economic, ethnic and racial backgrounds together. Updating the plan in 1986 included reassessment of the location of minority students in our schools. Table I (attached) for 1986-1987 analyzes the ratio of majority and minority student populations to determine whether Providence Schools comply with desegregation guidelines. The first was to calculate the desegregation compliance ratios for elementary, middle, and high schools.

Several steps were taken to determine the desegregation compliance range for the Providence School system. The data used in this table are school enrollment figures for 1986 and were provided by the Providence School Department.

The first step taken to determine desegregation compliance is to remove special student populations from the school enrollment totals. Special student populations include kindergarten, special education students (also referred to as "ungraded" students by the Providence School Department), English as a Second Language (ESL) and Bilingual program students. These special student populations are not included in desegregation compliance figures because the students require special classes or programs which cannot be easily integrated. The actual number of kindergarten and special education students are deducted from the total school enrollment figures for each school, and from the majority and minority student totals for each school. The majority student category consists of white and Portuguese students, and the minority student category consists of Black, Cape Verdian, Hispanic, Asian/Pacific Islander, American Indian and Alaskan students.

The number of ESL/Bilingual students is an estimate based upon the number of classrooms and the classroom capacity for ESL/Bilingual classes. Classroom capacity is estimated at twenty-six seats or students. The estimated number of ESL/Bilingual students is then deducted from the minority student totals for each school with ESL/Bilingual students. The majority of ESL/Bilingual students are assumed to be minority students, even through there may be some ESL/Bilingual students that would be considered to be majority students. ESL/Bilingual students have classes separate from other students in elementary and middle schools (first through eighth grades) and are mainstreamed in high school (grades nine through twelve).

Once the special student populations have been removed from student enrollment figures, the ratio of majority and minority students can be calculated to determine if schools comply with desegregation guidelines. The first step is to determine the proportion of majority and minority students for each school. The second step is to determine the proportion of majority and minority students for each school grouping, i.e., elementary, middle, and high schools. Once the ratio for the school grouping is determined, a variance of fifteen percent is added and subtracted from the minority student ratio for each school grouping. The two numbers for each school grouping comprises the desegregation compliance range for the school grouping. The minority student ratio for each school is compared to the compliance range for the school grouping. The minority student ratio for each school is compared to the compliance range for its respective school group. The school is in compliance with desegregation guidelines if the minority student ratio falls between the high and low ratio for the respective school grouping.

MAGNET PROGRAM ACCOMPLISHMENTS:

Sackett Street Basic Education Science and Technology and Gilbert Stuart International Studies

Program/Curriculum

The Sackett Street School houses a magnet program that emphasizes science and technology in its curriculum. The school is designed to help elementary students become better thinkers while they explore the world of science. The program has a heavy emphasis on basic skills, and students are exposed to scientific themes in all their academic and enrichment areas. In other words, science is infused into the ongoing curriculum. The goal of the program is not to make every child into a scientist, but to encourage each child to understand a wide range of materials in the scientific area.

During December of 1985 the Sackett Street Science Center opened. By the time the grant year ended, it became fully operative. The Center is organized so that students can visit and experiment in small groups or with their classes. Lessons vary tremendously; such topics as water life, sounds, animals and their habitats, earth sciences and machines are examples tested out during the spring and fall. The Center includes aquariums, a planetarium, greenhouse, shellfish tanks, free-standing computer instruction, and a satellite dish and computer modum. The latter additions heighten the sophistication of the lessons taught and enables Sackett to tie in with

NASA and the Brown Planetary Data Center.

In-school curriculum is supplemented by a wide range of special activities. Highlights are summarized below:

Science Fair: Students from grades 4-6 exhibited projects they had researched and constructed. Projects included machines, plants, leaves, charts, model buildings, and anatomical designs to mention a model representative sample. They represented such scientific disciplines as Physics, Botany, Zoology, Physiology, and Astronomy

The Electric Company purchased the prizes for the fair, which included science dictionaries and microscopes. The Providence Journal sent a reporter and a photographer to the fair.

Puppet Shows: Shows on health, nutrition, and safety were held for elementary students. Presentations on safety and home safety were given to K-3 classrooms. Grade 2-4 puppet shows on dental health were also performed.

Field Trips: Various trips to enhance scientific themes were made to sites as the Southwick Animal Farm, Slater Park, Mystic Aquarium, Pawtucket Children's Museum, Roger William's Zoo and the Planetarium at Middletown.

Artist in Residence: Extending scientific themes, an artist "lived" at the school and worked with students on various creative projects.

AFTER-SCHOOL ACTIVITIES

In order to reinforce the students' interest in science, after-school activities are a critical component of the grant. Sponsored by University of Rhode Island and 4-H, there were at least three cycles of clubs which each attracted a group of fifteen children from grades 4-6. As an example, 4-H Club activities in April, 1986 focused on gardening projects, plant science, and animal science.

In addition, to 4-H Club activities, there were programs such as photography lab, computer sciences, and art labs. Special activities were also carried out during school vacations. A summer camp program (funded by Project Discovery) also supplemented science programs at the school. Through this program, students between 40-50% percentiles in reading and math were involved in whale watches, visiting salt marshes and studying the marine environment.

PROGRAM/CURRICULUM

The Gilbert Stuart Magnet development occurred a year after the Sackett Street School program. Meetings were held with the faculty and administrators in order to secure support and a willingness to "get going." In January, an intensive orientation activity took place with an estimated 30 very enthusiastic teachers and staff members. The orientation program occurred weekly for over a three month period. Outside speakers gave presentations on a range of issues providing a context for the magnet's theme of international and intercultural education. Topics covered included the following:

Peace Corps and International Work
Farming and Agricultural Development
Natural Resources
Multinational Corporations
Foreign Populations and their Impact on Public Education
The Family and Women in Development
Nutrition
Cultural Anthropology
Food Technology
Foster Parents Plan
International Marine Resource Development and International Studies
Cross Cultural Communications & Partners of the America; & International Development

As followup to these sessions, a group of 15 teachers participated in a ten week series for the purposes of acquiring an overview of international/intercultural approaches and concepts, establishing goals and objectives, reviewing and adapting materials, and developing test lessons and activities. This was followed by curriculum development sessions in the summer and throughout the school year.

During the summer of 1986, teacher/staff group met to develop actual curriculum units. While the "final products" were tailored to the participating teacher's particular styles of instruction, generally they include a study of a selected country (e.g., Nigeria). Plans emphasize a theme (e.g., culture); goals (e.g., to broaden students' interest or to develop an appreciation of other cultures); objectives (e.g., to compare Nigerian games and toys with Gilbert Stuart students); materials (e.g., calendars, word cards); initiating, developing, and culminating activities; evaluation techniques; and bibliographies.

CURRICULUM

The Gilbert Stuart magnet program is designed to heighten students' awareness and knowledge of other parts of the world while emphasizing learning and developing their skills in reading, writing, and arithmetic. Children are introduced to history, geography, economic education and the everyday life, culture, religions and political systems of other countries. The methods of instruction vary according to teachers' styles and approaches, grade levels, and academic competence of participating students. A wide range of vehicles are used: folk tales and stories; dances and games; studying holidays; viewing slides and films; visiting speakers and artists; and reviewing a foreign language. An important part of the program is making children aware of the many international careers open in the next century.

AFTER-SCHOOL ACTIVITIES

The in-school curriculum is complimented by an active 4-H After-School Club. Administered and staffed by University of Rhode Island personnel, activities are geared toward learning about other countries through songs, games, food, dance, and world events.

In order to promote international understanding, activities focus on population movement, international issues and political systems. Speakers discussed Norway, Middle East, Latin America, Native Americans, Peace Corps, Leadership and Group Process Skills. Students also participated in the State 4-H Conservation Field Trip and the State 4-H Junior Conference.

In addition to 4-H, there are also after-school programs in gymnastics, sewing, computers, cooking, drama, and photography. There is a glee club and a group of students working on a school newsletter.

RECOMMENDATIONS FOR CHANGES IN THE LAW

Title VII of PL 98-377, Magnet Schools Assistance Act, has provided federal funds to Providence for use in magnet schools as part of the Providence approved desegregation plan and which has been designed to bring students from different social, economic, ethnic, and racial backgrounds together. The law has provided the framework for Providence to design and implement magnet school programs, which have been described above. Recommendations for changes in the law include the following:

Sec. 701 - Appropriations-provide additional funds for local public school systems to carry out the provisions and intent of implementing quality magnet school programs, elementary - secondary levels.

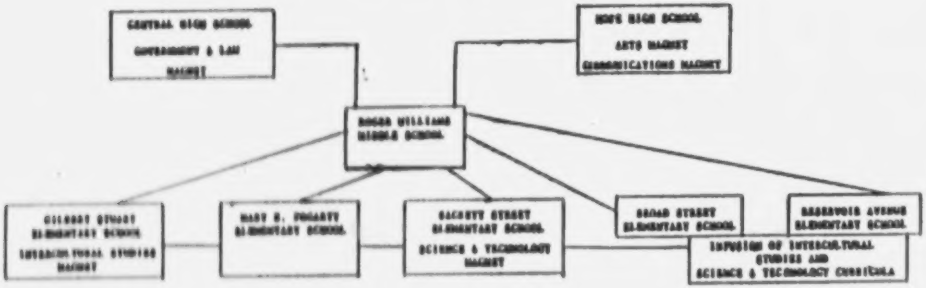
Sec. 706 - Use of Funds - increase to include provision for eligible local educational agencies to use funds to contract for consultant services and for student transportation which enhances academic improvement for students. These projects usually involve the local educational agency working together with business; the community, or other public agencies to improve and/or enrich the students' curriculum.

Sec. 708 - Special Consideration - expand the definition to include incentive points for projects that demonstrate a collaborative approach between a local educational agency and higher education instructions. This would encourage collaborative and partnership efforts.

Sec. 710 - Limitation on Payments - expand the definition of planning to include both short-term (1 year) and long-term (1-3 years) and the percentage limitation to short term (10%) and long-term (15%) of the amount an agency receives. This provision will allow for the usual one year update as well as provide for planning efforts that impact on schools beyond one academic year.

DIAGRAM ONE

MAGNET FEEDER PATTERN


CENTRAL HIGH SCHOOL
GOVERNMENT & LAW MAGNET
HOPE HIGH SCHOOL
ARTS MAGNET
COMMUNICATIONS MAGNET
ROGER WILLIAMS MIDDLE SCHOOL
GILBERT STUART ELEMENTARY SCHOOL
INTERCULTURAL STUDIES MAGNET
MARY E. FOGARTY ELEMENTARY SCHOOL
SACKETT STREET ELEMENTARY SCHOOL
SCIENCE & TECHNOLOGY MAGNET
BROAD STREET ELEMENTARY SCHOOL
RESERVOIR AVENUE ELEMENTARY SCHOOL
INFUSION OF INTERCULTURAL STUDIES AND
SCIENCE & TECHNOLOGY CURRICULA

ADOPTIONS / AFFILIATIONS

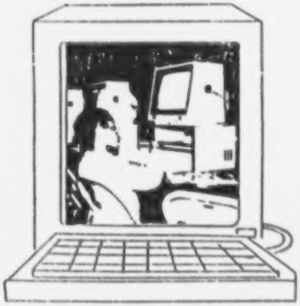
Central High School: University of Rhode Island, Citizen's Bank
Hope High School: University of Rhode Island, Brown University - Education Dept., *Providence Journal-Bulletin*
Roger Williams Middle School: Ernst and Whinney (Accounting Firm)
Gilbert Stuart Elementary School: Providence Gas Company; University of Rhode Island
Mary E. Fogarty Elementary School: Federal Products Company
Sackett Street Elementary School: Narragansett Electric Company, University of Rhode Island - College of Resource Development
Broad Street Elementary School: St. Joseph's Hospital, University of Rhode Island
Reservoir Avenue Elementary School: Tucker Anthony R.L. Day (Investment Firm), University of Rhode Island

Source: Providence School Department
October, 1986

DESCRIPTION: Sackett Street Magnet School

SACKETT + SCIENCE =

EDUCATION for the future

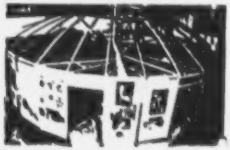


SACKETT STREET ELEMENTARY SCHOOL
Project BEST
159 Sackett Street
Providence, RI 02907
401-456-9407

Joseph Renzulli, Principal

FACILITIES

- Aquariums
- Planetarium
- Greenhouse
- Free-Standing computer instruction
- Teacher directed computer instruction
- Shellfish tanks
- Satellite Dish & Computer modem donated by The Rhode Island Foundation



RESOURCES

- Narragansett Electric Adoptor Under Adopt-A-School Program
- Brown University
- University of Rhode Island
- Rhode Island College
- National Aeronautics & Space Administration (NASA)
- Specially Trained Staff
- Rhode Island Foundation

DESCRIPTION: Gilbert Stuart Magnet School

EDUCATING for the 21st CENTURY

Gilbert Stuart International Studies Magnet Program

GILBERT STUART — A MODEL SCHOOL

Gilbert Stuart is one of only 44 elementary schools throughout the nation to benefit from a substantial federal grant designed to enlarge its resources and enrich its curriculum. And it is one of a handful of American elementary schools to introduce a full-fledged program in International Studies. The program will heighten students' awareness and knowledge of other parts of the world while sharpening their skills in reading, writing, and arithmetic.

WHY INTERNATIONAL STUDIES?

Americans live in a constantly shrinking world — one that will become even smaller for today's children who will be citizens of the 21st century.

- International crises that directly affect Americans fill our television screens.
- More than a million Americans work or serve abroad.
- Millions more travel overseas. Advanced technology has turned seemingly remote places and people into nearby neighbors.
- Americans use and consume billions of dollars worth of foreign products and raw materials.
- America's economy depends heavily upon exports to provide jobs.
- In Rhode Island itself, one out of eight jobs stems from the state's overseas exports.

That is why today's children — tomorrow's citizens —

STRENGTHENING SKILLS BY LEARNING ABOUT THE WORLD

The International Studies Program has two main goals:

1) to enliven children's awareness and knowledge of other parts of the world.
2) to strengthen their basic skills.

By making use of the expanded resources available to them, teachers will bring the world to their classrooms.

Children will be introduced to history, geography, economic education, and the everyday life, culture, religions, and political systems of foreign countries by

- learning folktales and stories, singing songs;
- learning dances and games from throughout the world;
- learning and using the metric system;
- studying holidays of various countries, nationalities, and religions;
- viewing slides and educational films from throughout the world;
- communicating internationally by letter, telephone, videotape, and computers;
- gaining direct contact with other cultures from visiting speakers, artists, and musicians;
- studying a foreign language;
- becoming aware of how international business, transportation and communications make us inter-

URI/PROVIDENCE SCHOOL DEPARTMENT PARTNERSHIP PROGRAM

MISSION

The mission of the University of Rhode Island Urban Field Center is to provide technical assistance, training and direct services to the eight cities of Rhode Island, to community groups, and to urban school districts. The Field Center is committed to social equity, accomplished through a variety of programs emphasizing constituency participation. The target populations are primarily low-income and minority. The goals of these programs are to encourage access to postsecondary education and the world of work and to empower urban Rhode Islanders.

BACKGROUND

The Partnership Program began over a decade ago when the Urban Field Center, an outreach agency of the University's Graduate Curriculum in Community Planning and Area Development and the Cooperative Extension Service, collaborated with the Providence School Department to create four magnet programs for the City's secondary schools. As these programs began in the fall of 1978, the Urban Field Center paired with Central High School's Government and Law Magnet to become the first partnership in the State. The Partnership, a collaborative, resource-sharing project and recent winner of the Council for the Advancement and Support of Education (CASE) grand prize as one of the first best high school-college partnerships in the United States, encourages and supports educational and career employment opportunities for Providence youth.

In the last decade, the Partnership has continued to respond to the needs of the students, teachers, principals and parents. Together with the Providence Public Schools, it is currently forming a unique public education system which creates articulation and forms a support system from kindergarten through grade 16, or the senior year in college. In addition, the Partnership itself is evolving; it is incorporating others from the community, including business, the municipality, and other postsecondary institutions.

OVERVIEW OF PROGRAM ACTIVITIES

SYSTEM-WIDE

- National Association of State Universities and Land Grant Colleges; NASULGC Urban Division Partnership
- Organization of a System-wide School Volunteers Program
- TIMES 2 Classroom, Summer and Support Activities (To Improve Math, Engineering and Science Studies)
- Strategic and Long-term Planning
- Research and Policy Analysis Projects
- Magnet School Planning and Development
- Grant Proposal Development
- Conference Organization and Implementation
- Internships for High School and College Students

SECONDARY SCHOOLS

- Mentoring Program
- Faculty, Staff, Community and Student Needs Assessments
- Research on Student Performance for Administrators
- Development of a Compendium of Materials on Postsecondary Options
- Field Trips to the University and Search Weekend
- Magnet Newsletter Publications
- Professional Internships for Students
- Professional and Academic Shadowing Experiences
- Coordination of Speakers for Enrichment and Career Information
- College Admissions Workshop and Follow-up
- Financial Aid Workshop and Follow-up
- Postsecondary Alternatives Workshop
- Career Fairs
- Law Day

MIDDLE SCHOOLS

- Inservice Team Training in Law-related Education, Science and Technology, and International Studies for Principals, Teachers, and the Community
- Southeast Asian Mentoring Program
- Recruitment for Secondary School Magnet Programs
- Articulation of Curricula Between Middle and Elementary Schools

ELEMENTARY SCHOOLS

- Assistance in Development of Elementary Magnets Including Science and Technology and International Studies
- Grant Writing Assistance for Elementary Magnet Principals
- Organization of Resources for the Magnet Schools
- Organization of Summer Programs to Extend the Magnet Experience

ORGANIZATION

Key elements in the success of the Partnership Program are the on-site program developers in the high schools and elementary schools. As the title implies, the program developers work with administrators, teachers, students and area supervisors to provide direct services, resources and support. They are a visible symbol of the University's commitment to the Providence Schools.

FUNDING

The Partnership has always been funded by a consortium of public and private, national and local institutions including the US Department of Education, the Ford Foundation, the Genesis Foundation, the Rhode Island Foundation, Citizens Bank, NASULGC, RI Office for Civil Rights in Education, Rhode Island Office of Higher Education, the Providence Education Fund and the Jane Rockwell Levy Fund. The University and the Providence Public School System provide both direct funding and in-kind support; the Rhode Island State Department of Education provides infrastructure support.

TABLE I

Student Enrollment for Providence Public Schools by Minority and Majority Distribution for 1986-1987

School	Total (-K,U) (-ESL/Bilingual)	Total Majority #	%	Total Minority #	%	*15% Variance of Minority Range
Asa Messer	364	69	19.0	295	81.0	High
Asa Messer Annex	126	29	23.0	97	77.0	High
Broad St.	353	267	75.6	86	24.4	Low
Camden	579	197	34.0	382	66.0	
Carl Lauro	666	244	36.6	422	63.4	
Edmund Flynn	517	232	44.9	285	55.1	
Fox Point	218	209	95.9	9	4.1	Low
George J. West	629	436	69.3	193	30.7	Low
Gilbert Stuart	395	122	30.9	273	69.1	High
Laurel Hill	377	214	56.8	163	43.2	
Martin L. King	462	201	43.5	261	56.5	
Mary Fogarty	283	24	8.5	259	91.5	High
Reservoir	182	77	42.3	105	57.7	
Robert Kennedy	459	295	64.3	164	35.7	Low
Sackett	302	105	34.8	197	65.2	
Webster	311	232	74.6	79	25.4	Low
William D'Abate	337	166	49.3	171	50.7	
Windmill Elemen.	387	272	70.3	115	29.7	Low
Windmill Annex I	167	100	59.9	67	40.1	
Windmill Annex II	102	89	87.3	13	12.7	Low
Elementary School Total	7216	3580	49.6	3636	50.4	
Nathan Bishop	527	219	41.6	308	58.4	
Nathanael Greene	740	490	66.2	250	33.8	Low
Oliver H. Perry	725	322	44.4	403	55.6	
Roger Williams	740	235	31.8	505	68.2	
Samuel W. Bridgham	634	213	33.6	421	66.4	
Windmill Inter.	187	149	79.7	38	20.3	Low
Middle School Total	3553	1628	45.8	1925	54.2	
Alternate Learning Proj.	146	90	61.6	56	38.4	
Central	1891	712	37.7	1179	62.3	
Classical	1081	836	77.3	245	22.7	Low
Hope	943	210	22.3	733	77.7	High
Mt. Pleasant	1061	564	53.2	497	46.8	
High School Total	5122	2412	47.1	2710	52.9	
Systems Totals	15,891	7,620	48.0	8271	52.0	
Special Education Total	330	162	49.1	168	50.9	
No Schools Assigned In Transit	82	41	50.0	41	50.0	
*System Total	16,303	7,823	48.0	8,480	52.0	

Source: Providence School Department, Providence Public Schools Census File Summary Totals, November, 1986

The formula for desegregation is a 15% variance above or below the student mean enrollment.

The following is a list of ranges into which each school's total minority population must fall in order to be in compliance. If the total percentage of minority enrollment falls either below or above the low or high variance level then the school is out of compliance.

School Level	LOW 15% Variance	Total Minority Enrollment (%)	HIGH 15% Variance
Elementary Schools	35.4	50.4	65.4
Middle Schools	39.2	54.2	69.2
High Schools	37.0	52.0	67.0
Special Education	35.9	50.9	65.9
No schools assigned, In transit	35.0	50.0	65.0

* System Total does not include the number of students enrolled in Kindergarten, ESL/Bilingual, and Special Education/Ungraded classes.

Senator **Pell**. Thank you very much.

I would urge the witnesses to try to restrict themselves to the five minutes because we have another panel, as well as Representative Slaughter.

You do not need to jump in now?

Ms. **Slaughter** of New York. No.

Senator **Pell**. Dr. Mary Busch.

Dr. **Busch**. Thank you, Mr. Chairman.

I am Dr. Mary Busch. I am a member of the Board of Directors of the National School Boards Association and the Council of Urban Boards.

I am also President of the Indianapolis Board of School Commissioners, and I am very pleased to be before the Committee this morning in support of the reauthorization of the Magnet School Assistance Program.

Recent reports by the U.S. Commission on Civil Rights and the Department of Education conclude that the most promising development in providing quality integrated education has been the growing success of the magnet school concept. Current research shows that magnet schools are capable of attracting a diverse, voluntary enrollment representative of the different races and social groups within a community.

We have also found that magnet schools can achieve and maintain racial balance in their own enrollments. They greatly reduce white flight in the first few years of desegregation. They attract new, non-minority students in later years. They achieve more desegregation than do mandatory plans in the long term.

For example, in my own school district of Indianapolis, magnet schools have helped us to stabilize our non-minority enrollment at about 54 percent. Magnet schools are also proving to be model "effective schools." The research indicates that academic achievement improves for both minority and non-minority students in magnet schools.

Curricular innovation is a hallmark of magnet schools. The Indianapolis magnet program includes such themes as the humanities, the health professions, the performing arts, foreign languages, math and science magnets, and a Montessori option. Educational choices without vouchers indeed is a unique feature of magnet schools.

In Indianapolis, the waiting list is very long in several of our magnets. And the parents of private school children are very eager to be placed within our magnet schools.

Magnet school principals are very strong, innovative leaders who inspire their teachers and their students. The dropout rates are typically lower, and attendance rates are much higher for magnet school programs as compared to overall district averages.

The parental involvement extends into program design, recruitment of new students, and direct assistance in school activities.

Partnership programs involving all types of community resources are a very common feature of magnet schools. For example, in the Indianapolis Public Schools we have formed partnerships with our Chrysler Corporation, our Indianapolis Power and Light Company, Indiana University, the Indiana Symphony Orchestra, just to name a very few.

Within an appropriation of $75 million, the Magnet School Assistance Program has been unable to fund more than a very small fraction of the growing demand among school districts for Federal assistance. In 1987, 126 school districts submitted great applications that totaled well over $250 million. The number of grantees declined by 14 percent from the previous cycle, and 64 percent of the previous grantees did not even receive a new grant despite continuing need. Many local school districts will be forced to cut back existing programs and halt plans for expansion to more schools.

Therefore, NSBA, the National School Boards Association, makes the following recommendations to the Subcommittee for reauthorization:

First, the Subcommittee should retain the basic program structure of this legislation. This program respects local control of program design and requires a minimum of Federal paperwork and administrative oversight.

Second, the authorization ceiling for this program should be at least $150 million beginning in fiscal year 1988, and in 1989, as provided in S. 38, sponsored by Senator Moynihan. This funding level should be increased in subsequent years.

Third, if funding is increased beyond $150 million in 1990, we urge the Subcommittee to allow the duration of grant awards to extend from two years to five years.

Fourth, the Subcommittee should authorize a $1 million national magnet school technical assistance center to assist local school districts in adopting magnet school programs.

And, fifth, we recommend that the program should authorize local school districts to expend up to 2 percent of their grant awards to act as a magnet school demonstration and dissimination site and to participate in a national network of magnet school programs.

We feel that magnet schools are providing the cornerstone for creating and maintaining integrated school systems. They are also serving as models of educational excellence in all urban areas.

NSBA urges Congress to use this opportunity to significantly increase the resources for this growing educational success story. The need for quality integrated education is great, and magnet schools are certainly leading the way in meeting that need all across this country.

I thank you for this opportunity to testify.

[The prepared statement of Dr. Busch follows:]

4

NSBA

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TESTIMONY

on behalf of

THE NATIONAL SCHOOL BOARDS ASSOCIATION

on

MAGNET SCHOOL ASSISTANCE

before the

SUBCOMMITTEE ON EDUCATION, ARTS & HUMANITIES
of the
COMMITTEE ON LABOR & HUMAN RESOURCES

United States Senate
430 Senate Dirksen Office Building

July 30, 1987

Presented by

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NSBA Board of Directors

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I. INTRODUCTION

I am Dr. Mary E. Busch, President of the Indianapolis Board of School Commissioners and a member of the Board of Directors of the National School Boards Association (NSBA). I am also the Past Chair of NSBA's Council of Urban Boards of Education which includes seventy-three urban school boards as members.

The National School Boards Association is the only major education organization representing local school board members, who have the responsibility of governing the nation's public schools. Throughout the nation, approximately 95,000 of these individuals are Association members. These people, in turn, are responsible for the education of more than 95 percent of the nation's public school children.

NSBA greatly appreciates the Subcommittee's invitation to present our testimony in support of the reauthorization of the Magnet Schools Assistance Program.

II. MAGNET SCHOOLS AND DESEGREGATION

The public schools have been in the forefront of national efforts to guarantee full civil rights to all our citizens ever since the Brown decision in 1954. Court-ordered school desegregation brought tremendous challenges -- and controversy -- to hundreds of local school boards. Since then, local school boards have learned much about what works and what does not when designing plans to desegregate schools and to provide equal educational opportunities to all school children.

Recent reports by the U.S. Commission on Civil Rights and the U.S. Department of Education conclude that most public schools have succeeded in significantly reducing the degree of segregation in schools since Brown (see Rossell, Welch; references are listed in Appendix I). Unquestionably, more needs to be done, especially in northern urban areas and among the Hispanic population (see Fiske).

However, one of the most exciting developments in desegregation planning has been the growing use of magnet school programs. Magnet schools employ special curricula or learning environments to attract a diverse, voluntary student enrollment representative of different racial and social groups in a community. By the 1981-1982 school year, there were 1,019 magnet schools in 138 school districts across the country (see Ascher).

A growing body of research is validating the ability of magnet schools not only to achieve and maintain racial balance in their own enrollments, but also to influence positively the racial balance in the school district at large (see MAGI). In the Indianapolis Public Schools, for example, the proportion of non-minority students has remained stable at about 54 percent since the introduction of magnet schools in 1978.

Even more significant is the finding that more recent desegregation plans employing voluntary magnet schools have, over the long term, produced greater desegregation results than mandatory plans. The key to this success is that plans with magnet schools greatly reduce "white flight" which has often occured in the first years of implementation of court-ordered desegregation plans (see Rossell).

III. MAGNET SCHOOLS AND EDUCATIONAL EXCELLENCE

In addition to their power as a desegregation tool, magnet schools are also being increasingly recognized by evaluation studies as models of educational excellence. Some of the major areas in which magnet schools show this are (see Ascher, Clewell, MAGI):

- **Academic achievement:** The introduction of magnet schools in school districts results in improved test scores for both minority and non-minority students in the schools and a reduction in the numbers of students who are below grade level. The Indianapolis magnet school students are scoring above both national and district norms.

- **Curricula innovation:** Magnet schools feature a great diversity of curricula themes to attract students. The projects funded by the Magnet School Assistance Program feature over seventy innovative and attractive themes or learning environments (See Appendix II) which foster high interest levels among students and parents. The Indianapolis magnet program includes such themes as a Humanities Center, a Health Professions Center, a Career Education Center, a Performing Arts Center, a Foreign Languages Magnet, a Math/Science Magnet, a Montessori Option and a Basics Option.

- **Educational Choice:** Magnet schools are unique in that parents may choose a school that is responsive to the educational goals they have for their children. The opportunity for choice fosters a commitment to quality integrated education and to the public schools in urban areas. In Indianapolis, waiting lists are common at several magnet centers and parents of private school children are requesting placements with increasing frequency.

- **Strong Leadership:** Magnet school principals are typically strong, innovative, entrepreneurial leaders capable of motivating staff and students to high levels of performance.

- **Low Dropout Rates:** Attendance rates for magnet schools are typically higher and dropout rates lower than district averages. The learning environment and the attractive curricula of magnet programs encourage students to regularly attend and to remain in school.

- **Parental Involvement:** Magnet schools typically have high levels of parental involvement beyond traditional PTA meetings and parent conferences. Parents participate in program design and development; in developing publicity and recruiting new students; in identifying educational resources for the instructional program; in organizing special events; and in assisting directly in schools as tutors, counselors, and library assistants.

- **Partnership Programs:** Magnet schools have a high degree of participation in partnership programs with business and industry; community-based organizations such as hospitals and government agencies; higher education institutions; cultural organizations such as museums, libraries, and theatres; and foundations. For example, the Indianapolis Foreign Languages Magnet is offered in cooperation with the foreign studies centers of Indiana University and Earlham College, while the performing and visual arts magnets are linked with such organizations as the Indianapolis Symphony Orchestra, the Indianapolis Repertory Theatre, and the Indianapolis Opera Company.

In general, the qualities that most magnet schools possess are very similar to the characteristics of what researchers have called "effective schools" (see MAGI). They are models of excellence and of quality integrated education in our urban areas.

IV. THE MAGNET SCHOOL ASSISTANCE PROGRAM

The authorization of the Magnet School Assistance Program in 1984 marked the return of a federal commitment to assist school desegregation, which had lapsed with the repeal of the Emergency School Aid Act in 1981. However, the funding level of $75 million has been unable to fund more than a small fraction of the demand among school districts for magnet school assistance. In 1987, 126 districts submitted grant applications totalling over $250 million. Since grant awards are capped at $4 million, even this figure does not properly represent the needs of many large urban districts.

In addition, the great expense of designing, implementing, and operating a magnet school program has led more districts to request multimillion dollar grant awards. As a result, the number of grantees declined by 14 percent, from 44 to 38, between the 1985-87 and 1987-89 funding cycles even though appropriations remained constant at $75 million. Also, 28 of the 44 who received funds in 1985-87 did not receive grant awards in the new cycle even though all of these districts still had a need to continue operating their magnet programs. The result will be cutbacks in existing programs in many cases and a halt to plans for expansion of magnet programs to more schools.

Only a significant increase in the authorized funding level for the Magnet School Assistance Program can begin to address these needs.

V. RECOMMENDATIONS FOR REAUTHORIZATION

NSBA makes the following recommendations to the Subcommittee for the reauthorization of the Magnet Schools Assistance Program.

1. **Program structure.** The Magnet School Assistance Program is an effective and flexible national grant award program which respects local control of program design and provides significant financial assistance to successful applicants with a minimum of federal paperwork and administrative oversight. **NSBA therefore recommends that the Subcommittee retain the basic structure of this legislation.**

2. **Funding levels.** **The authorization ceiling for this program should be at least $150 million beginning in Fiscal Year 1988 and 1989** as provided in S. 38 sponsored by Senator Daniel P. Moynihan (D-NY). This offers the possibility that a second round of grant applications could be considered for the 1988-89 school year, if a bill is enacted and funded in 1987, while continuing grant awards to current grantees. Funding levels should increase or be "such sums as necessary" for at least four additional years, to parallel the reauthorization of magnet schools in H.R. 5.

3. Project duration. **NSBA urges the Subcommittee to increase the duration of grant awards from two years to five years.** This would allow local school districts to develop and implement a long range plan for the introduction and expansion of the magnet school program and to obtain a measure of stability and success in achieving racial balance and academic goals before funding is terminated. However, such multi-year grant awards should only be made if appropriations increase significantly beyond $150 million in Fiscal Year 1990 so that new school districts will be able to submit applications with a fair chance of success.

4. Dissemination. **NSBA recommends authorization of a $1 million national Magnet School Technical Assistance and Dissemination Center.** The utility of the magnet school model for improving urban education and providing equal educational opportunities is clear. However, since magnet schools are difficult to design, implement and maintain it is important that interested school districts have sufficient research-based information available to them. Such a center should be responsible for conducting and or contracting for ongoing evaluation research on characteristics of successful magnet school programs, developing and disseminating useful information for school districts, coordinating a network of practitioners to share successful practices, and providing expertise and technical assistance to local school boards in the design and implementation of magnet school desegregation plans.

5. Local demonstration option. A provision should be added to the authorized activities which would allow local school districts to expend up to two percent of their grant awards to act as a magnet school demonstration

site, to carry out dissemination activities with other school districts, and to participate in a national network of magnet schools.

VI. CONCLUSION

Magnet schools are increasingly playing a critical role in revitalizing public education in many urban school districts. Over 40 percent of the members of NSBA's Council of Urban Boards of Education now operate magnet schools with federal assistance. With adequate funding, current research strongly indicates that magnet schools can:

- provide the cornerstone for creating and maintaining integrated school systems;
- serve as models of educational excellence in urban areas;
- significantly improve academic achievement and prevent dropouts;
- extend the concept of educational choice without the disadvantages of vouchers; and
- inspire renewed community pride in the public schools.

NSBA urges Congress to use the opportunity of reauthorizing the Magnet School Assistance Program to significantly increase the resources for this growing educational success story and to provide for the dissemination of the magnet school concept throughout the nation. The need for quality integrated education is great and magnet schools are leading the way in meeting that need all across the country.

Thank you for the opportunity to testify before the Subcommittee.

Appendix 1

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Appendix 2

EXAMPLES OF MAGNET CURRICULAR THEMES AND LEARNING ENVIRONMENTS

1. Academics and Athletics Academy
2. Academic Acceleration
3. Academy of Academics and Arts
4. Agribusiness
5. Alternative Education
6. Basics Option
7. Business and Commerce
8. Business and Management
9. Business and Technical Careers
10. Career Awareness
11. Center for Humanities
12. Center for Performing Arts
13. Classical Greek
14. College Prep
15. Communications Management
16. Communications Technology
17. Communications (Print and Broadcast)
18. Computer Science
19. Computer Technology
20. Creative Arts
21. Creative Dramatics
22. Cultural Arts
23. Early Childhood Education
24. Ecology and Energy
25. Education and Social Sciences
26. Engineering and Technology
27. Environmental Education/Outdoor Education
28. Environmental Sciences
29. Expressive and Receptive Arts
30. Fine Arts
31. Foreign Language Immersion
32. Fundamental Magnet
33. Future Studies
34. Gifted and Talented
35. Global Education
36. Graphic Arts
37. Health Professions Center
38. High Intensity Learning
39. High Technology
40. Honors Arts
41. Horticulture
42. IGE (Individually Guided Education)
43. Intellectually Gifted
44. International Studies
45. Latin Grammar
46. Law and Government
47. Law-related Education
48. Liberal Arts
49. Literary Arts
50. Machine Trades & Robotics
51. Marine Sciences
52. Math/Science
53. Medical Science and Mathematics
54. Military Academy
55. Montessori Option
56. Multicultural School
57. Music and Multi-Arts
58. Natural and Biological Sciences
59. Navy Junior ROTC
60. Open Classroom Concept
61. Performing and Visual Arts
62. Pre-engineering
63. Professional Careers Exploration
64. Science and Technology
65. Structure of the Intellect
66. Telecommunications
67. Total School Enrichment
68. Traditional School
69. TV and Radio Production
70. Vocational Education
71. Writing

Source: "Magnet Schools Assistance Program, Project Abstracts, Fiscal Year 1986 Continuation Grants", U.S. Department of Education, September 1986.

Appendix 3

NSBA RESOLUTION ON THE MAGNET SCHOOL ASSISTANCE PROGRAM

April, 1987*

2.1.30 Magnet Schools Assistance Program. NSBA urges the President and Congress to reauthorize the magnet schools assistance program, Title VII of the Education for Economic Security Act of 1984. NSBA supports magnet schools as an effective method to achieve voluntary school desegregation. Legislation should also include provisions to increase the current authorization to enable more school districts to benefit beginning in fiscal year 1988.

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* Adopted by the NSBA Delegate Assembly meeting in San Francisco, April 3, 4, and 6, 1987.

Senator PELL. I thank you very much indeed, Dr. Busch.

I would add that Representative Slaughter is under some pressure because she may have another roll call vote in the House of Representatives, so I have asked Mr. Felegy if he would cede a seat for the next five minutes to Ms. Slaughter, and welcome her and thank her for her support.

Ms. Slaughter.

STATEMENT OF HON. LOUISE M. SLAUGHTER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Ms. SLAUGHTER of New York. Thank you, Mr. Chairman. I certainly appreciate that. I thank you for rearranging your whole panel so I might meet my responsibilities to the House and to you and Senator Stafford. I want to thank you for the opportunity to appear before this distinguished Committee and talk about the success of the Magnet School Program in Rochester, New York.

It is always a pleasure to be asked to discuss an issue as close to one's heart as this one is to mine. This is not the first time that a representative of the 30th District of New York has offered testimony in connection with this program. Our former colleague, Barbara Conable, appeared before you for the same purpose, and I am pleased to be able to continue what has become a tradition of support for this program.

Before beginning the main parts of my remarks, I would also like to recognize the work of the senior Senator from New York, Daniel Patrick Moynihan. The legislation for magnet schools bears his imprint and benefits from his years of experience in this area.

Mr. Chairman, I am here today because I come from a community whose elementary and secondary school students have directly benefitted from the creation of a large and aggressive Magnet School Program. Our magnet schools have expanded the educational opportunities for our minority students, and have made Rochester's voluntary desegregation program a model for other communities. In fact, Rochester was recently host to an International Conference on Magnet Schools that brought together school districts from all over the United States and two foreign countries.

The purpose of Rochester's magnet schools is to create genuine incentives that will lead to the voluntary desegregation of our school system. Magnet programs have been designed to encourage the voluntary elimination, reduction or prevention of minority group isolation, and to improve the student academic and career opportunities.

The Rochester City School District has had in place a voluntary school desegregation program since 1977. The main elements of the program are a policy of open enrollment, an urban-suburban transfer program, and magnet schools that offer specialized alternative programs in the student's area of interest.

Currently, students enrolled in the magnet school program can choose from a number of specializations, including foreign languages, performing arts, law and government, computer sciences, journalism and communication, and biological and environmental sciences.

The Rochester Magnet School Program began at the elementary level in 1978 with funding from the Emergency School Assistance Act, and in 1980 was expanded to secondary schools. Today, 15 of our 34 elementary schools and eight of our 11 secondary schools offer a magnet program. This means that 42 percent of our elementary school population and 29 percent of our secondary school population are served by magnet schools.

After seven years of stable, constant and consistent operation of magnet schools, we are in a position to evaluate the success of our efforts. It is clear that magnets have been effective in reducing racial isolation. All of our magnet schools are now integrated. The majority have achieved a racial balance that is in line with the area population. Access to educational opportunity for our minority students has improved. White student losses have stabilized.

In 1979, the year before the magnet program began, the district lost 1,356 white students. After six years of the program, that number was down to 401, the lowest white loss in 10 years. This program has accomplished what it set out to do, but in addition to encouraging racial balance, the magnet school program has produced other benefits.

The evaluation indicates that magnet school children have improved academic performance and attendance and reduced dropout rates. These welcome trends in performance are attributed to the fact that enrollment in a magnet program is an exercise of choice based on the student's own interest in a particular subject. Rochester's magnet schools have also produced improvements in the number and quality of contacts between students and the business community.

As a result of the magnet school effort, the business community has been actively involved in providing linkages and support to the schools between internship programs, mentor services, and direct career opportunities.

Let me use the experience of Wilson High School as an example here. In 1978, the minority enrollment of this intercity school was 91 percent, and the school itself had a low achievement performance, suspensions and dropout rates and poor attendance, and it was subsequently redesigned as a magnet school offering science and technology and humanities specialization. The change has been dramatic.

Minority composition has declined steadily to 69 percent in 1986, which is consistent with the district wide percentages. Academic performance and attendance are up while dropouts and suspensions are down. In 1984, Wilson High School was singled out by the New York State Education Department as one of the top 10 schools in the State.

Our communities pay a high price for limitations imposed by racially segregated educational facilities. We cannot afford to ignore or forego the opportunities for real change offered by the magnet school concept. We should be taking advantage of an idea that promises to better equip our students with the skills they need to be productive members of society.

I applaud the efforts of this Committee to promote and preserve a single, stable source of funding for this program. I think it is critical to its success. I am proud that Rochester's experience has earned it a reputation as a leader and hope that other areas can benefit from what we have done, and I am also pleased to see Dr. Laval Wilson here who played such a critical part in Rochester's success.

Thank you very much.

Senator **Pell**. Thank you very much indeed, Ms. Slaughter, for being with us. And I know you have other commitments on the other side.

Before going, do you have any questions?

Senator **Stafford**. No, I do not. And I join in thanking you, Ms. Slaughter, for joining us.

Senator **Mikulski**. I am glad to see Ms. Slaughter joining the Committee, a sister in the struggle.

Ms. **Slaughter** of New York. Thank you.

Senator **Pell**. Mr. Felegy, would you come forward? Thank you for having ceded your seat, and if you would proceed.

Mr. **Felegy**. I am pleased to yield to the representative. After all, she has a vote on this matter on the other side of the Capitol.

I am Edward M. Felegy, Deputy Superintendent of Schools for Prince George's County. I am substituting this morning for Dr. John A. Murphy, Superintendent of Schools, and I will share with you the statement prepared by Dr. Murphy.

We cannot emphasize enough that the Federal support for magnet school programs not only allows a system like Prince George's County to meet its desegregation goals, which it has, but it does more. The success of the magnet school programs in our county has changed the attitude of the public which has, in turn, exerted greater pressure on those making funding decisions in support of education on the local level.

We can say without equivocation that the magnet school programs in our county have acted as a catalyst to changes that have positively affected every aspect of our education program. They have changed public attitudes. They have lifted the staff morale. They have attracted students back to the public schools, approximately 2,000 last year. And, to put it simply, our magnet program has inspired a renaissance in the community's attitude toward public education.

Our educational renaissance followed years of discord over desegregation. Prince George's County discovered that racial disharmony in the public school system had a negative impact far beyond the schoolhouse walls. Not only did it undermine the confidence within schools, it eroded the support of the larger community. We learned, the hard way, that as goes the public schools, so goes the community.

Magnet schools are not the panacea for all of our societal ills in Prince George's County, but the positive things that have happened are more than just coincidental. The successful implementation of a large school magnet school plan, with 13 programs in 40 schools this fall and more than 5,000 people applying for 2,200 openings last spring, many even sleeping in line for up to three days, has served as a catalyst for change, a literal spark that has ignited the creative minds of our educators, businessmen and politicians to the can do optimism of the true American success story.

Consider the following: since the magnet schools were introduced in 1985, the school budget in Prince George's County has increased by $74 million, or 21 percent, more than one and a half times the increase of the previous three years. Test scores have increased across the board, moving into the 65th percentile range last year for the first time system wide, and above the national average for the first time for black students, significantly closing the gaps between scores for white and black students. Nearly 2,000 new students arrived in our schools last year, and this ruined our enrollment and staffing projections, but it delighted us when we discovered that a large portion of them were from private schools.

Businesses have been adopting school after school, spending hundreds of thousands of dollars to advertise our system on television, recruit new teachers nationwide, and underwrite our efforts to train new principals and expand the skills of our existing administration.

Even crime and vandalism are down, decreasing by more than 36 percent over the last three years.

We believe that the impact of magnet schools in our community has been larger than the resolution of our desegregation efforts. It has turned out to be a major tool for school improvement. The very creation of magnets in Prince George's County and the programs and curriculum they require have served to reenergize many of our staff and involve a larger proportion of our citizens in the education process.

Creating magnet schools requires an administration to start from the ground up. It must decide on standards of performance, relevance of curriculum, staffing patterns, and expected outcomes. And if they do not decide correctly, the magnets will attract no one.

In a recent study, "Investing in Our Children," the Conference for Economic Development laid out a four point plan for bringing about a revolution in public education. The first step is to identify the problem. The second step is to bring about community ownership of the problem. The third step initiates the process of incremental change. And the fourth is when the revolution itself sets in with the full effect of that incremental change.

Properly used, the magnet school program can be an excellent strategy for implementing just such a revolution in public education. We know what the problem is. The community in Prince George's County now shares ownership of and the responsibility for solving those problems, and the magnet programs provide the model for initiating that change. We are already feeling the effects of the revolution this change has ignited in our community.

Magnet school programs are more than a desegregation tool. They are an efficient model for initiating changes throughout a school system. With the successful implementation of magnet schools overcoming a history of desegregation strife, our school system has renewed its confidence and restored its vigor in setting high standards and raising expectations.

[The prepared statement of Mr. Murphy (with an attachment), follows:]

STATEMENT

Dr. John A. Murphy
Superintendent
Prince George's County Public Schools
Prince George's County, Maryland

MAGNET SCHOOLS: AN EDUCATIONAL RENAISSANCE

Subcommittee on Education, Arts and Humanities

JULY 30, 1987

I CANNOT EMPHASIZE ENOUGH THAT THE FEDERAL SUPPORT FOR MAGNET SCHOOL PROGRAMS NOT ONLY ALLOWS A SYSTEM LIKE PRINCE GEORGE'S COUNTY TO MEET ITS DESEGREGATION GOALS, WHICH IT HAS, BUT IT DOES SO MUCH MORE. THE SUCCESS OF THE MAGNET SCHOOL PROGRAMS IN OUR COUNTY HAS CHANGED THE ATTITUDE OF THE PUBLIC WHICH HAS, IN TURN, EXERTED GREATER PRESSURE ON THOSE MAKING FUNDING DECISIONS IN SUPPORT FOR EDUCATION ON THE LOCAL LEVEL. I CAN SAY WITHOUT EQUIVOCATION THAT THE MAGNET SCHOOL PROGRAMS IN OUR COUNTY HAVE ACTED AS A CATALYST TO CHANGES THAT HAVE POSITIVELY EFFECTED EVERY ASPECT OF OUR EDUCATION PROGRAM, HAVE CHANGED PUBLIC ATTITUDES, LIFTED STAFF MORALE, AND ATTRACTED STUDENTS BACK TO THE PUBLIC SCHOOLS (APPROXIMATELY 2,000). TO PUT IT SIMPLY, OUR MAGNET PROGRAM HAS INSPIRED A RENAISSANCE IN THE COMMUNITY'S ATTITUDE TOWARD PUBLIC SCHOOL EDUCATION.

OUR EDUCATIONAL RENAISSANCE FOLLOWED YEARS OF DISCORD OVER DESEGREGATION. PRINCE GEORGE'S COUNTY DISCOVERED THAT RACIAL DISHARMONY IN A PUBLIC SCHOOL SYSTEM HAD A NEGATIVE IMPACT FAR BEYOND THE SCHOOL HOUSE WALLS. NOT ONLY DID IT UNDERMINE THE CONFIDENCE WITHIN SCHOOLS, IT ERODED THE SUPPORT OF THE LARGER COMMUNITY. WE LEARNED--THE HARD

WAY--THAT "AS GOES THE PUBLIC SCHOOLS, SO GOES THE COMMUNITY."

MAGNET SCHOOLS WERE NOT THE PANACEA FOR ALL OF OUR SOCIETAL ILLS IN PRINCE GEORGE'S COUNTY. BUT WHAT DID HAPPEN HAS BEEN MORE THAN JUST COINCIDENTAL. THE SUCCESSFUL IMPLEMENTATION OF A LARGE-SCALE MAGNET SCHOOL PLAN--WITH 13 PROGRAMS IN 40 SCHOOLS THIS FALL AND MORE THAN 5,000 PEOPLE APPLYING FOR 2,200 OPENINGS LAST SPRING, MANY EVEN SLEEPING IN LINE FOR THREE DAYS--HAS SERVED AS A CATALYST FOR CHANGE, A LITERAL SPARK THAT HAS IGNITED THE CREATIVE MINDS OF OUR EDUCATORS, BUSINESSMEN AND POLITICIANS TO THE "CAN DO" OPTIMISM OF THE TRUE AMERICAN SUCCESS STORY.

CONSIDER THE FOLLOWING. SINCE MAGNET SCHOOLS WERE INTRODUCED IN 1985:

* THE SCHOOL BUDGET HAS INCREASED BY $74 MILLION OR 21 PERCENT--MORE THAN ONE AND A HALF TIMES THE INCREASE OF THE PREVIOUS THREE YEARS.

* TEST SCORES HAVE INCREASED ACROSS THE BOARD, MOVING INTO THE 65TH PERCENTILE RANGE LAST YEAR

FOR THE FIRST TIME SYSTEMWIDE AND ABOVE THE NATIONAL AVERAGE FOR THE FIRST TIME FOR BLACK STUDENTS, SIGNIFICANTLY CLOSING THE GAP BETWEEN SCORES FOR WHITE AND BLACK STUDENTS.

* NEARLY 2,000 NEW STUDENTS ARRIVED IN OUR SCHOOLS LAST YEAR, RUINING OUR ENROLLMENT AND STAFFING PROJECTIONS AND DELIGHTING US IMMENSELY WHEN WE DISCOVERED THAT A LARGE PORTION OF THEM WERE FROM PRIVATE SCHOOLS.

* BUSINESSES HAVE BEEN ADOPTING SCHOOL AFTER SCHOOL, SPENDING HUNDREDS OF THOUSANDS OF DOLLARS TO ADVERTISE OUR SYSTEM ON TELEVISION, RECRUIT NEW TEACHERS NATIONWIDE AND UNDERWRITE OUR EFFORTS TO TRAIN NEW PRINCIPALS AND EXPAND THE SKILLS OF OUR EXISTING ADMINISTRATION.

* EVEN CRIME AND VANDALISM ARE DOWN, DECREASING BY MORE THAN 36 PERCENT

OVER THE LAST THREE YEARS.

WE BELIEVE THAT THE IMPACT OF MAGNET SCHOOLS ON OUR COMMUNITY HAS BEEN LARGER THAN THE RESOLUTION OF OUR DESEGREGATION EFFORT. IT HAS TURNED OUT TO BE A MAJOR TOOL FOR SCHOOL IMPROVEMENT. THE VERY CREATION OF MAGNETS IN PRINCE GEORGE'S COUNTY AND THE PROGRAMS AND CURRICULUM THEY REQUIRE, HAVE SERVED TO RE-ENERGIZE MANY OF OUR STAFF AND INVOLVE A LARGER PROPORTION OF OUR CITIZENS IN THE EDUCATIONAL PROCESS. CREATING MAGNET SCHOOLS REQUIRES AN ADMINISTRATION TO START FROM THE GROUND UP. IT MUST DECIDE ON STANDARDS OF PERFORMANCE, RELEVANCE OF CURRICULUM, STAFFING PATTERNS AND EXPECTED OUTCOMES. AND, IF THEY DON'T DECIDE CORRECTLY, THE MAGNETS WILL ATTRACT NO ONE.

IN A RECENT STUDY, "INVESTING IN OUR CHILDREN," THE CONFERENCE FOR ECONOMIC DEVELOPMENT LAID OUT A FOUR-POINT PLAN FOR BRINGING ABOUT A REVOLUTION IN PUBLIC EDUCATION. THE FIRST STEP IS TO IDENTIFY THE PROBLEM. THE SECOND STEP IS TO BRING ABOUT COMMUNITY OWNERSHIP OF THE PROBLEM. THE THIRD STEP INITIATES THE PROCESS OF INCREMENTAL CHANGE. AND, FOURTH, THE REVOLUTION SETS IN WITH THE FULL EFFECT OF THAT CHANGE.

PROPERLY USED, THE MAGNET SCHOOL PROGRAM CAN BE AN EXCELLENT STRATEGY FOR IMPLEMENTING JUST SUCH A REVOLUTION IN PUBLIC EDUCATION. WE KNOW WHAT THE PROBLEM IS. THE COMMUNITY HAS TAKEN OWNERSHIP OF THE RESPONSIBILITY FOR SOLVING THE PROBLEM. AND THE MAGNET PROGRAMS PROVIDE THE MODEL FOR INITIATING THAT CHANGE. WE ARE ALREADY FEELING THE EFFECTS OF THE REVOLUTION THIS CHANGE HAS IGNITED IN OUR COMMUNITY.

MAGNET PROGRAMS ARE MORE THAN A DESEGREGATION TOOL. THEY ARE AN EFFICIENT MODEL FOR INITIATING CHANGES THROUGHOUT A SCHOOL SYSTEM. WITH THE SUCCESSFUL IMPLEMENTATION OF MAGNET SCHOOLS, OVERCOMING A HISTORY OF DESEGREGATION STRIFE, OUR SCHOOL SYSTEM HAS RENEWED ITS CONFIDENCE AND RESTORED ITS VIGOR IN SETTING HIGH STANDARDS AND RAISING EXPECTATIONS. AS OUR CONFIDENCE GROWS AND RESULTS FOLLOW, OUR COMMUNITY SUPPORT AND CONFIDENCE GROWS ALSO, PROVIDING A GREATER INITIATIVE FOR CONTINUED AND EXPANDED INVESTMENT IN OUR SCHOOLS.

IT IS MY OPINION THAT AN EXPANSION OF THE MAGNET PROGRAM IS CLEARLY IN THE LONG TERM INTEREST OF THE FEDERAL GOVERNMENT. ASIDE FROM THE EDUCATIONAL GAINS WHICH WE HAVE ALREADY DEMONSTRATED, THE INCREASED SATISFACTION OF OUR

CITIZENS IS BOUND TO TRANSLATE INTO INCREASED LOCAL SUPPORT FOR AND CONTROL OF EDUCATION. IN THE LONG RUN, THIS KIND OF LOCAL SUCCESS WILL TAKE THE PRESSURE OFF OF THE FEDERAL GOVERNMENT TO CONTINUALLY RESPOND TO EVERY DIP IN SOME MEASURE OF EDUCATIONAL ACHIEVEMENT.

THE PRINCE GEORGE'S COUNTY SCHOOL SYSTEM HAS 171 SCHOOLS, 102,000 STUDENTS, 7,700 INSTRUCTIONAL STAFF AND 5,500 TEACHERS.

SIXTY ONE PERCENT OF THE STUDENTS ARE BLACK. OVERALL, THE ACHIEVEMENT SCORES WERE AT THE 50TH PERCENTILE IN 1983 AND ARE CURRENTLY AT THE 64TH PERCENTILE. PRIOR TO 1983 THE COUNTY WAS INVOLVED FOR 13 YEARS IN LITIGATION IN REACTION TO FEDERALLY ORDERED DESEGREGATION. IN 1984, FEDERAL JUDGE FRANK A. KAUFMAN, WHO HAS BEEN HANDLING THIS CASE SINCE 1972, APPOINTED A COMMITTEE HEADED BY ROBERT L. GREEN, THE PRESIDENT OF THE UNIVERSITY OF THE DISTRICT OF COLUMBIA, TO ADVISE HIM ON WAYS TO COMPLETE THE DESEGREGATION OF THE COUNTY SCHOOLS. THE "GREEN REPORT" PROPOSED A MASSIVE FORCED BUSING PLAN WHICH WOULD HAVE COST THE COUNTY IN EXCESS OF 63 MILLION DOLLARS.

AS THE NEW SCHOOL SUPERINTENDENT, I PROPOSED AN ALTERNATIVE METHOD OF ACHIEVING SCHOOL DESEGREGATION, WHICH WAS ACCEPTED ON A TRIAL BASIS BY THE JUDGE. MY PLAN WAS A MAGNET SCHOOL PROGRAM, SETTING UP SPECIALIZED PROGRAMS IN VARIOUS SCHOOLS TO DRAW STUDENTS THAT WOULD TAKE ADVANTAGE OF THE SPECIFIC BENEFITS AND PROGRAMS OFFERED ON A VOLUNTARY BASIS AND, THUS, CONCURRENTLY ADVANCING THE BROADER PUBLIC VALUE OF DESEGREGATION.

MY PLAN, AGREED TO BY THE FEDERAL JUDGE, WOULD PUT THE MONEY INTO INSTRUCTION RATHER THAN TRANSPORTATION.

THE BOTTOM LINE OF THE COUNTY SCHOOLS' MISSION STATEMENT IS THAT ALL STUDENTS CAN LEARN AND A FIVE YEAR PLAN WAS DEVELOPED WITH SPECIFIC ACHIEVEMENT GOALS TARGETED. ONE OF THE MOST DRAMATIC GOALS IS TO ENSURE THAT THIS 61% BLACK ENROLLED SCHOOL SYSTEM WOULD BE PERFORMING AT THE TOP QUARTILE IN NATIONAL STANDARDIZED TESTING.

IN THE PAST THREE YEARS WE HAVE DEVELOPED 41 MAGNET AND COMPENSATORY PROGRAMS ACROSS THE SYSTEM INCLUDING: TRADITIONAL ACADEMIES; FOREIGN LANGUAGE IMMERSION; MONTESSORI; SCIENCE, MATHEMATICS, AND TECHNOLOGY; CREATIVE AND PERFORMING ARTS; UNIVERSITY HIGH SCHOOL; CENTER FOR

HUMANITIES AND SOCIAL SCIENCES; TALENTED AND GIFTED; CENTER FOR VISUAL AND PERFORMING ARTS AND EXTENDED DAY PROGRAMS.

IN ADDITION TO THOSE MAGNET SCHOOLS I HAVE MENTIONED, THERE ARE 18 "MILLIKEN II SCHOOLS" (SO CALLED FOR THE MILLIKEN DECISION IN THE DETROIT DESEGREGATION CASE, EXCLUDING SOME SEGREGATED SCHOOLS FROM THE DESEGREGATION ORDER BECAUSE OF THEIR LOCATION), WHICH OFFER SMALLER CLASSES, ADDITIONAL STAFFING AND RESOURCES. I HAVE REFERRED TO THE FACT THAT THE MAGNET SCHOOL PROGRAMS ARE AN INSTRUMENT OF CHANGE BUT THEY ARE ALSO PART OF THAT CHANGE, A SYSTEM-WIDE COHESIVE APPROACH TO EXCELLENCE. THIS COMPREHENSIVE APPROACH INCLUDES, AMONG OTHERS, THE FOLLOWING ELEMENTS:

THE EFFECTIVE SCHOOLS PROCESS

THE EFFECTIVE SCHOOLS MODEL, DEVELOPED BY THE LATE RON EDMUNDS, AND CARRIED ON BY DR. LARRY LEZOTTE FROM MICHIGAN STATE UNIVERSITY, IS AN INTEGRAL PART OF OUR APPROACH IN ALL 171 SCHOOLS. AN EFFECTIVE SCHOOLS SYSTEM IS ONE IN WHICH ALL RESOURCES ARE ORGANIZED AND DELIVERED IN SUCH A WAY AS TO ASSURE THAT ALL STUDENTS WITHIN THAT SYSTEM--

REGARDLESS OF RACE, GENDER OR SOCIO-ECONOMIC STATUS--LEARN THE ESSENTIAL CURRICULUM AS DEFINED BY THAT SYSTEM. AN EFFECTIVE SCHOOLS SYSTEM, THROUGH ITS STATEMENT OF MISSION AND GOALS, ITS INSTRUCTIONAL PROGRAM AND SUPPORT SERVICES, AND ITS ALLOCATION OF RESOURCES, ASSURES THAT ITS PRIORITIES ARE TEACHING AND LEARNING, AND THAT ITS FOCUS IS ON BOTH QUALITY AND EQUITY.

EACH SCHOOL SUBMITS ITS OWN SCHOOL IMPROVEMENT PLAN AND ACCOUNTABILITY FOR STUDENT ACHIEVEMENT AT ALL LEVELS IS PART OF THE PROCESS.

INSTRUCTIONAL MANAGEMENT SYSTEM

THIS SYSTEM IS A PROCESS USED TO ORGANIZE THE INSTRUCTIONAL PROGRAM TO ACHIEVE DESIRED OUTCOMES, AND THEREBY IMPROVE ACHIEVEMENT FOR ALL STUDENTS. IT IS A PROCESS THAT INVOLVES: IDENTIFYING WHAT IS TO BE TAUGHT, DEVELOPING MEASUREMENT INSTRUMENTS BASED UPON IDENTIFIED OBJECTIVES, SELECTING OR DEVELOPING MATERIALS OF INSTRUCTION, PROVIDING INSTRUCTION, MEASURING STUDENT ACHIEVEMENT AND ADJUSTING INSTRUCTION.

TESTING PROGRAM

WE HAVE DEVELOPED OUR OWN CRITERION REFERENCED TESTS THAT WILL MONITOR OUR ACCOUNTABILITY STANDARDS. WE ANALYZE OUR TEST RESULTS AND ADJUST OUR INSTRUCTION ACCORDINGLY. WE STUDY, ALSO, GRADE DISTRIBUTION AND STUDENT ATTENDANCE BY RACE.

STANDARDS FOR EXCELLENCE

STANDARDS FOR EXCELLENCE FOR EMPLOYEES IS A SERIES OF JOB PERFORMANCE STANDARDS DEVELOPED FOR EVERY MAJOR JOB CATEGORY IN THE SYSTEM, INCLUDING TEACHERS, PRINCIPALS, SUPERVISORS, SECRETARIES, PLANT MAINTENANCE AND OPERATIONS, THE SUPERINTENDENT AND THE BOARD OF EDUCATION.

THE PURPOSE OF THE STANDARDS FOR EXCELLENCE IS TO SET FORTH THOSE SKILLS AND TECHNIQUES DEEMED NECESSARY IN ORDER TO ACCOMPLISH THE SYSTEM'S MISSION TO TEACH ALL CHILDREN AND TO ENSURE ACCOUNTABILITY AND EVALUATION.

RECRUITING AND NEW TEACHER ORIENTATION

BECAUSE OF THE SUCCESS OF OUR MAGNET PROGRAMS AND A VERY SOPHISTICATED RECRUITMENT PROGRAM SUPPORTED BY OUR ADVISORY COUNCIL FOR BUSINESS AND INDUSTRY, WE ARE ABLE TO

BRING TO THE COUNTY THE BEST AND THE BRIGHTEST CANDIDATES FROM ACROSS THE COUNTRY. LAST YEAR WE HAD OVER 4,000 APPLICANTS FOR LESS THAN 500 POSITIONS.

THE NEW TEACHERS HAVE A WEEK LONG ORIENTATION WITH FOLLOW UP CLASSROOM VISITATIONS AND WORKSHOPS DURING THE SCHOOL YEAR WHICH SPEEDS UP THE WHOLE PROCESS OF ASSIMILATION INTO THE SCHOOL SYSTEM AND ITS PROGRAMS.

WE ARE FAR FROM FINISHED, BUT WE HAVE SHOWN THAT VOLUNTARY INTEGRATION OF A PUBLIC SCHOOL SYSTEM IS NOT ONLY POSSIBLE BUT, IF USED CORRECTLY, CAN INSPIRE A TRUE RENAISSANCE. WE HAVE DISCOVERED THE VALUES OF LONG-TERM COMMITMENTS, INCREMENTAL CHANGE, WINNING ATTITUDES AND MAKING THE MOST OF A GOOD INVESTMENT.

Prince • George's • County • Public • Schools

Educational Diversity

School System Reflects Needs of the Community

The wide range of programs offered by the Prince George's County Public Schools reflect the needs of the total community, as represented by the Board of Education.

The Board of Education believes it is the right and duty of all citizens to take an active interest in the welfare of the public school system and the students it serves. The Board encourages ideas and suggestions from all citizens for ways to improve the public education system.

Regular meetings of the Board of Education are held each month on the second and last Thursdays, with certain exceptions. An agenda for each meeting is prepared in advance, for public review at schools and libraries or through the Department of Public Affairs and Communications.

The regular meetings include a time when members of the public may speak before the Board on any matter of concern. Individuals are permitted three minutes, group representatives five minutes. To speak at a Board meeting, please register 24 hours in advance by calling the Board's main office, and also provide a copy of the remarks at the meeting for the Board's records.

The following items are some facts about the entire public school system for Prince George's County.

Enrollment: 102,530 (1986-87)

Schools: 171 total schools—including 112 elementaries, 27 middle schools, 20 high schools, two vocational education centers, and 10 special education centers. These include 29 Magnet Schools and 18 Milliken II Schools. Also the school system provides the education component of the Regional Institute for Children and Adolescents at Cheltenham. It also operates the Science and Technology Centers at Eleanor Roosevelt High School and Oxon Hill High School, as well as the Howard B. Owens Science Center and the William S. Schmidt Environmental Education Center.

Budget: $384.5 million

Employees: 11,161 positions

Educational Programs: Academic Centers (1987-88), Adult Education, Advanced Placement, Agriculture and Horticulture Occupations, Art, Business Education, Career Education, Compensatory Education, Creative and Performing Arts (1987-88), Driver Education, Early Identification Program, English, English For Speakers of Other Languages (ESOL), Evening High School, Extended Day, French Foreign Language Immersion, Foreign Language, Guidance and Counseling, Head Start, Health Education, Health Occupations, Home Economics, Humanities and Social Sciences, Indian Education Project, International Student Guidance Services, Junior ROTC, Language Arts, Library Media Services, Mathematics, Milliken II, Montessori, Music (vocal and instrumental), Chapter One, Physical Education, Primary Project, Project SHARE, Project STAY, Project STEP, Project Success, Psychological Services, Pupil Personnel Services, Reading, Science, Science Mathematics and Technology (elementary and middle), Science and Technology (high school), Social Studies, Special Education, Specific Language Reading Development (SL/RD), Summer School, Talented and Gifted, Technology Education, Trade and Industrial Education, Traditional Academy, University High School (1987-88), Visual and Performing Arts (1987-88), Vocational Education.

BOARD OF EDUCATION

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Produced by the Department of Public Affairs and Communications, Prince George's County Public Schools, 14201 School Lane, Upper Marlboro, MD 20772 (301) 952-6000

A School System of Choices

Innovation Brings More Opportunities

The "School System of Choices" programs of the public schools in Prince George's County represent new and innovative possibilities for parents interested in an alternative or specialty education for their children.

The school system's programs form one of the most ambitious efforts in the nation, with a diverse list of options at each grade level.

The current programs range from French Immersion for kindergarten students to the Center for Humanities and Social Sciences for high school students. Each program enriches the strong comprehensive programs offered in community schools, enhancing specific areas of the curriculum targeted by the particular specialty school.

Next year four new programs will be started and two current programs will be expanded.

The four new programs are the University High School at Suitland High School, the Center for the Visual and Performing Arts at Suitland also, the Creative and Performing Arts Elementary and Middle School at the current Thomas Pullen Middle School, and the Academic Center at Beltsville Elementary and Martin Luther King Jr. Middle School.

The two expanded programs are the Humanities and Social Science Program at Andrew Jackson Middle School, and the Traditional Academy Program at Benjamin Foulois Elementary and Lord Baltimore Middle School.

The programs are designed not only to offer an alternative education option for students but also to provide a means for further integrating selected schools. The "magnet" school concept, as it is also known, forms a principal component of the school system's effort to achieve unified school system status under the jurisdiction of a federal district court.

This year 29 schools feature a specialty program. Next year 41 schools will have a program, representing one-fourth of the public schools in Prince George's County. When combined with the Milliken II Program, the total desegregation effort is affecting more than one-third of the system's elementary, middle and high schools.

New Programs

Choices Increase As Options Expand Specialty Schools

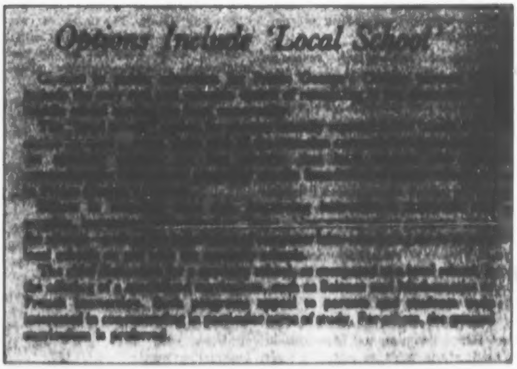
Next year, the choices for alternative education programs in the Prince George's County Public Schools will be even better than this year's.

The new programs include:

- ★ University High School
- ★ Visual and Performing Arts High School
- ★ Creative and Performing Arts Elementary-Middle School
- ★ The Academic Center Elementary and Middle Schools

The expanded programs include:

- ★ Traditional Academy Middle School
- ★ Humanities and Social Sciences Middle School



Options Include 'Local School'

JAMES SHERWOOD

Specialty programs include Japanese.

Academic Center

New Program Offers Structure Without Dress Code

The Academic Centers at Beltsville Elementary School and Martin Luther King Jr. Middle School will offer students a highly structured program that develops intellectual skills and concepts for high academic achievement. The programs concentrate on excellence in reading and writing, with a special emphasis on mathematics and science. The social studies programs feature history, geography, civics and economics as specific courses.

An accelerated mathematics program (with Algebra I as the expected course for eighth graders) and an enhanced science program complement offerings in classical literature, music and art at all grade levels. Moreover, an exploration of Latin in the intermediate grades, with Latin I, Spanish and French offered in the middle school, contribute to an environment of high standards and advancement.

- ★ High expectations for student achievement.
- ★ Critical thinking skills emphasized throughout the curriculum.
- ★ Emphasis on excellence in reading, writing, mathematics and science.
- ★ Instruction in history, geography, civics and economics as individual disciplines.
- ★ Accelerated mathematics program throughout the grades, with Algebra I as the expected course for eighth graders.
- ★ New science texts at all levels with an emphasis on problem solving.
- ★ New maps, globes and related texts and materials.
- ★ Classics in literature emphasized at all grade levels, including the Junior Great Books Program.
- ★ Exploration of the Latin roots of English in grades 4, 5 and 6.
- ★ Latin I, French and Spanish offered in middle school.
- ★ Oral Communication skills stressed at the elementary level.
- ★ Public Speaking and Debate required in middle school.
- ★ Research skills taught in grade 7, with a completed research project required in grade 8.
- ★ Regularly scheduled homework assignments.
- ★ Computer labs with an emphasis on problem solving.

Schools

- ★ **Beltsville Elementary**
  4300 Wicomico Ave.
  Beltsville *(937-6600)*
- ★ **Martin Luther King Jr. Middle**
  4545 Ammendale Rd.
  Beltsville *(937-6070)*

Quality Remains Key in Milliken II Schools

Although not a "magnet" school program, the Milliken II Program is nonetheless a fundamental component of the specialty school effort underway within the Prince George's County Public Schools.

Fourteen public elementary schools now feature the Milliken II Program, which offers additional staffing and enriched resources for students in schools with limited integration. The program is designed to enhance the quality of instruction and the potential for student achievement.

Improved staffing is one of the primary features of each school. A student-to-staff ratio provides a limit of 20 students per instructional staff member. Each school also has a full-time guidance counselor, a full-time library media specialist, and a full-time reading teacher.

Reading, language arts and mathematics skills are enhanced through the use of a full computer lab in each school. The computer lab offers students the opportunity not only to improve their academic skills but also to become familiar with the application of computer technology.

A special "take-home" computer program allows parents to use the equipment with their children as an educational tool at home. The schools also have after-school tutorial programs.

The schools feature a personnel training and program planning process developed by Dr. James Comer, director of the School Development Program at the Yale Child Study Center and Associate Dean of the Yale Medical School. The "Comer School Development Program" essentially encourages high levels of coordination and cooperation among everyone involved at the school, especially parents.

This partnership is developed through the School Planning and Management Team, which meets on a regular basis and includes the principal, teacher and parent representatives, instructional aides, counselors, support staff and other individuals. The team at each school works to develop a positive school climate, assess academic needs and implement a comprehensive school plan.

The efforts are designed to achieve high expectations for all students by increasing parental involvement, improving staff and community relationships, and providing a positive social and academic environment in which the entire school is geared to the specific needs of students.

There are also selected elementary, middle and high schools receiving components of the Milliken II program. The high schools also feature Project Success, a program designed to improve the attitude, attendance and academic achievement of ninth and tenth grade students who have problems of underachievement.

Traditional/Classical Academy

Structured Program Emphasizes the Fundamentals

The Traditional/Classical Academy programs for the elementary and middle school student offer a highly structured program that develops the intellectual skills and concepts for high academic achievement —within an overall environment in which disciplined behavior, dress codes and punctuality are stressed. The programs concentrate on excellence in reading and writing, with a special emphasis on mathematics and science. The social studies programs feature history, geography, civics and economics as specific courses.

These programs, coupled with a rigorous teaching of spelling, listening and study skills, complement offerings in classical literature, music and art at all grade levels. An accelerated mathematics program (with Algebra I as the expected course for eighth graders) and an enhanced science program also distinguish the program. Moreover, an infusion of Latin in the intermediate grades, with Latin I, Spanish and French offered in the middle school, contributes to an environment of high standards and advancement.

Academy programs concentrate on scholastic excellence.

- An overall environment stressing disciplined behavior, dress codes and punctuality.
- A clear sense of purpose and a high degree of parent and family involvement.
- Specific goals and objectives for each grade level, marking the progress of students on an individual basis.
- Parental involvement in the monitoring of homework assignments and academic progress of their children.
- An active and productive PTA.
- High expectations for student achievement.
- Critical thinking skills emphasized throughout the curriculum.
- Emphasis on excellence in reading, writing, mathematics and science.
- Instruction in history, geography, civics and economics as individual disciplines.
- Accelerated mathematics program throughout the grades, with Algebra I as the expected course for eighth graders.
- New science texts at all levels with an emphasis on problem solving.
- New maps, globes and related texts and materials.
- Classics in literature emphasized at all grade levels, including the Junior Great Books Program.
- Rigorous teaching of spelling, listening and study skills.
- Exploration of the Latin roots of English in grades 4, 5 and 6.
- Latin I, French and Spanish offered in middle school.
- Oral Communication skills stressed at the elementary level.
- Public Speaking and Debate courses required in middle school.
- Research skills taught in grade 7, with a completed research project required in grade 8.
- Regularly scheduled homework assignments.
- Computer labs with an emphasis on problem solving.

Schools

- **Benjamin Foulois Elementary**
  4601 Beauford Rd.
  Suitland *(735-6030)*
- **Cooper Lane Elementary**
  3817 Cooper Lane
  Landover Hills *(772-3855)*
- **Middleton Valley Elementary**
  4815 Dalton Street
  Temple Hills *(899-9200)*
- **Lord Baltimore Middle**
  8700 Allentown Road
  Ft. Washington *(248-3320)*

Note: Tayac Elementary, at 8600 Allentown Rd., Ft. Washington (248-6171), while not a magnet school accepting new students, will incorporate the Traditional/Classical Academy Program for the 1987-88 school year.

French Immersion

Foreign Language Fluency Begins in Kindergarten

The Foreign Language Immersion Program offers students, beginning at the kindergarten level, the opportunity to "immerse" themselves in the spoken language of French, one of the most useful of the modern world languages. Taught by a bilingual teacher who conducts classes entirely in French, the full-day program provides the kindergarten curriculum as students acquire an ability to express themselves in French.

The program will expand to grade six, as kindergarten students advance from grade to grade. Children start the program at kindergarten and can acquire a fluency in French by the third grade comparable to native speaking children of the same age.

The program is offered at the elementary school level and is open only for students entering kindergarten in 1987-88.

Schools:

★ **Rogers Heights Elementary**
4301 58th Ave.
Bladensburg *(864-8833)*

★ **Shadyside Elementary**
4601 Lacy Ave.
Suitland *(735-5495)*

★ Kindergarten and first grade programs taught through the language of French.

★ Preparation for eventual written and spoken fluency in French as a lifelong skill of important career and social significance.

★ Eventual fluency in French comparable to native speaking children of the same age, with the exception of colloquialisms.

★ A bilingual elementary school teacher conducts the full-day kindergarten program entirely in French.

★ All students begin at the kindergarten level.

★ By the end of kindergarten, students acquire kindergarten concepts and a degree of ability to express themselves in French.

★ The program extends into grade one and eventually to grade six, as students advance from grade to grade.

★ Students build a high degree of natural fluency in French.

★ Reading in grade one is conducted in French. In grade two, reading and language arts are conducted in English.

★ English instruction in grades two and three is 25 percent; French instruction at these grades is 75 percent.

★ In grades four, five and six, instruction time is equally divided between French and English, with certain subject areas designated for each language.

★ Instruction in the core curriculum of the school system's elementary program including mathematics, science and social studies.

★ Open enrollment at kindergarten level, with no pretesting or admissions testing required.

★ Full-day kindergarten.

Kindergarten students learn French from a total language immersion program.

Students Provided Bus Transportation

Public school bus transportation to and from home is provided for all magnet school programs except for the Extended Day Program and the pre-school component of the Montessori Program.

Students who live within the regular attendance areas of the magnet schools may also receive transportation if they are eligible.

Students participating in the Extended Day Program and who live within the regular attendance area may also receive morning transportation to school if they are eligible.

Montessori

Pre-School to First Grade Programs Focus on the Child

The Montessori Program—for children ages 3 to 6 years old—is based directly on the educational concepts of the Montessori philosophy. Taught by Montessori accredited teachers, children are guided in developing socially, emotionally and mentally.

The half-day program for pre-schoolers ages 3 and 4 costs $800 a year, with no transportation provided by the school system. An optional child care program for pre-schoolers is offered for the remaining half day at $20 per week. The full-day kindergarten program is free, with bus transportation provided.

Students applying for the 1987-88 term who are 5 and 6 years old will be selected on the basis of previous Montessori experience, under the general application rules of first come/first served. (Limited openings may be available for students without previous Montessori experience.)

- Half-day pre-school program for children ages 3 and 4.
- Full-day kindergarten program for children age 5.
- First year elementary program for students age 6.
- Multi-age grouping of 3, 4, 5 and 6 year-old-children.
- An instructional program based directly on the educational concepts of the Montessori philosophy.
- Montessori accredited teaching staff.
- An environment rich in opportunities to develop socially, emotionally and mentally in the areas of practical living and self discipline.

JAMES SHERWOOD

Montessori programs help children develop a joy of learning.

Schools:

- **Doswell E. Brooks Elementary**
  1301 Brooke Rd.
  Capitol Heights
  (735-0470)
- **Flintstone Elementary**
  800 Comanche Dr.
  Oxon Hill *(567-3142)*
- **Matthew Henson Elementary**
  7910 Scott Rd.
  Landover *(772-1922)*

- Mathematics, science, art, music, social studies, language arts and physical education.
- Activities that help young children develop an understanding of themselves and a joy for learning.
- Individual developement at children's pace.
- Encouragement of a sense of responsibility, self-confidence and independence.
- Language and communication skills for self-expression.
- Opportunities to observe, discover and experiment.

Humanities, Social Sciences

High School Program Offers Rigorous Academic Challenge

The Humanities and Social Sciences Center at Central High School provides a rigorous and academically challenging four-year high school program in preparation for university studies. The program, which will be open to students in grades 9 and 10 for the 1987-88 school year, offers a highly competitive concentration in the humanities and social sciences in addition to a strong core requirement in math, science and foreign languages. The program emphasizes critical thinking, analysis, research and writing. Students have the opportunity to acquire one or more years of college credit. In addition, an International Baccalaureate Program will be offered in the eleventh grade in the 1988-89 school year.

Location

Central High School
200 Cabin Branch Road
Capitol Heights *(336-8200)*

The center is associated with the Humanities and Social Sciences Program at Andrew Jackson Middle School.

- ★ Humanities concentrations in philosophy, specialized history courses, drama, creative writing, linguistics, philosophy of science, art history, music [illegible] history and [illegible] courses, inclu[illegible] Major [illegible] poetry [illegible]
- ★ [illegible] cial [illegible] ions [illegible] ciolo[illegible] nomi[illegible]
- ★ A [illegible] foreign language requi[illegible] options [illegible] and Spanish.
- ★ [illegible] Calculus, A[illegible] Trigonometry, [illegible] Analytic [illegible] and [illegible] bility.

The [illegible]

1988-89 school year for students then in grade 11, and expanded the following year for grade 12. The International Baccalaureate Program is an intellectually advanced program in several unique subject areas, including philosophy, social anthropology and an interdisciplinary area focusing on the "Theory of Knowledge."

- ★ Presentation to the faculty of a research paper by each student every year, including a formal research paper in the senior year.
- ★ Special seminars related to academic coursework.
- ★ Required participation in a monthly lecture series with outstanding experts and academicians visiting the Center.
- ★ Participation in additional short courses and seminars in art, music, various social sciences, philosophy, literature, architecture and creative writing.
- ★ Participation in the publication of student writing, including a school newspaper and literary magazines or commentaries.
- ★ A computer laboratory for enrichment activities and skill development, along with access for word processing.

Humanities Stu[illegible] Middle School

The Humanities and Social Sciences Program at Andrew Jackson Middle School will provide an academically challenging two-year program with an emphasis on the humanities and social sciences. The program will be well suited to students whose ultimate goal is to attend and successfully compete in college.

Associated with the Humanities and Social Sciences Center at Central High School, the program will offer seventh and eighth grade students the opportunity to explore a wide range of [illegible] classroom [illegible] outside act[illegible] testing or adm[illegible] ired.

Location

Andrew Jackson Middle School
3500 Regency Parkway
Suitland, MD *(736-9700)*

- ★ A rigorous concentration of studies in a stimulating academic environment.
- ★ Foreign language offerings, including Latin and introduction to Japanese.
- ★ Introduction to research methodology.
- ★ Study of the classics in literature.
- ★ Cultural enrichment activities.
- ★ International studies, field trips, special projects, seminars, and an International Lecture Series.
- ★ Emphasis on the communications skills and arts, including public speaking and instructional television production.
- ★ A computer laboratory for enrichment activities and skill development, along with access for word processing.
- ★ Strong emphasis on student writing, including journalism and participation in a writing laboratory.
- ★ Arts and music courses featuring history, appreciation and participation.

University High School

Intense, Comprehensive Preparation for College Study

The University High School Center at Suitland High School will offer an enriched, highly structured program specifically designed to provide an intense, comprehensive preparation for college. The four-year program, which will be open to students in grade 9 for the 1987-88 school year, will combine general and advanced intellectual development with fundamental training in key study and communication skills necessary for college level work, independent analysis and career decisions. Students will be expected to master the major academic competencies identified by the College Board as vital for success and advancement in college.

This specialty program will create the only *Paideia School* in the Washington, D.C., area. With curriculum and instruction modeled on Mortimer Adler's *Paideia Proposal*, the program emphasizes student participation in small group tutorial and seminar experiences.

Location

Suitland High School
5200 Silver Hill Rd.
Suitland *(568-7770)*

- ★ A rigorous, challenging intellectual climate in which students will "major" in one of the following areas of concentration:
  - ★ Arts and Humanities
  - ★ Mathematics and Computer Sciences
  - ★ Behavioral and Social Sciences
  - ★ Natural Sciences

- ★ Emphasis on personal study skills, including time management, goal setting, advanced research skills, notetaking, test taking skills with an emphasis on essay exams, and independent study strategies.
- ★ A spectrum of instructional methods typically encountered at colleges and universities.
- ★ Highly individualized educational options modeled upon university format, including honors courses.
- ★ Seminars at the conclusion of each semester, many conducted by visiting college and university professors.
- ★ Critical thinking and creative problem solving.
- ★ Opportunities for students to receive college credit for course work, including advanced placement courses, concurrent enrollment, college classes taught on campus, and an eventual International Baccalaureate Program.
- ★ Computer applications provided in major academic disciplines.
- ★ Preparation for the Scholastic Aptitude Test (both PSAT and SAT), with an emphasis on the academic skills necessary for analogies, reading comprehension, and math problem solving, among others.
- ★ Experience-based learning, including a required internship as part of the selected major.
- ★ Strong counseling component from academic advisors throughout the four-year program.
- ★ Exploration of various aspects of college life, including shadowing experiences under the mentorship of "big brothers/big sisters," and access to university libraries and related resources.

MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
PRE-WEEK FORUM (30 mins.)	ACADEMIC ADVISORY	ACADEMIC ADVISORY	ACADEMIC ADVISORY	ACADEMIC ADVISORY
ENGLISH (COMPOSITION I)	ENGLISH (COMP. I) (Inc. PSAT/SAT prep. session)	SEMINAR The Great Ideas of World Civilization	ENGLISH (COMP. I) (Inc. PSAT/SAT prep. session)	ENGLISH (COMP. I) (ORAL PRESENTATION LABORATORY)
Lecture: AMERICAN GOVERNMENT Discussion session will follow.	AMERICAN GOVERNMENT	PART I (English & Social Studies Team Teaching)	AMERICAN GOVERNMENT	AMERICAN GOVERNMENT (Discussion session: Contemporary Issues)
Lecture: EARTH AND SPACE SCIENCE Discussion session will follow.	EARTH AND SPACE SCIENCE (LABORATORY FOCUS)	EARTH AND SPACE SCIENCE (LABORATORY FOCUS)	SEMINAR Issues and Processes in Contemporary Science & Mathematics	EARTH AND SPACE SCIENCE (Applications)
MATHEMATICS (Algebra I, Geometry, and Algebra/Trig. to be studied as only math courses in year 1 [illegible])	MATHEMATICS (Inc. PSAT/SAT prep. session)	MATHEMATICS	PART I (Science and Math Team Teaching)	MATHEMATICS (Inc. PSAT/SAT prep. session)
COMPUTER LITERACY Educational Applications	COMPUTER LITERACY Educational Applications	COMPUTER LITERACY Educational Applications	COMPUTER LITERACY Educational Applications	COMPUTER LITERACY Educational Applications
FOREIGN LANGUAGE (French, Spanish, Latin, Russian)	FOREIGN LANGUAGE (LABORATORY)	FOREIGN LANGUAGE	FOREIGN LANGUAGE (LABORATORY)	FOREIGN LANGUAGE
PHYS. ED.	PHYS. ED.	PHYS. ED.	PHYS. ED.	PHYS. ED.

Sample class schedule displays an enriched, highly structured program.

Talented and Gifted

Special Academic Program for Highly Able Students

The Talented and Gifted Program offers full-day intensive instruction in advanced education at both the elementary and middle school levels for the unique and specialized needs of highly able students. The program features individualized and in-depth learning through an extensive offering of enriched and accelerated instruction and activities. The program features a strong emphasis on critical and creative thinking and advanced study skills.

Also featured are a strong foreign language component and an "Inter-related Arts" approach to fine arts instruction. Computer centers, with 15 to 30 terminals and state-of-the-art computer lab equipment, are available in each school. The schools also provide expanded science and mathematics programs.

Students must be identified as Talented and Gifted to be admitted to the program. Certain classes and activities are open to non-TAG students from within the school's regular attendance area.

Non-public school students may request a separate application packet from the Office of Magnet Schools (TAG), 14201 School Lane, Upper Marlboro, MD 20772, or by calling 386-1536.

TAG programs offer enriched, accelerated instruction.

- ★ A full-day instructional program.
- ★ Specialized classes within a regular comprehensive school.
- ★ Selected, highly trained teachers.
- ★ Enriched and accelerated instruction in science and mathematics.
- ★ Opportunities for students to progress individually.
- ★ Daily laboratory instruction.
- ★ Enriched approach to language arts, integrating the areas of literature, reading, composition, writing, spelling and handwriting.
- ★ Enriched approach to social studies including a multi-cultural emphasis and advanced research and study skills.
- ★ Computer laboratories with individual student stations.
- ★ Foreign language emphasis including:
  - ★ International culture and language program, grades 2-3.
  - ★ Latin infusion (Study of Latin roots in the English language, grades 3 and 4.).
  - ★ introduction to foreign language study, grade 5.
  - ★ sequential study of foreign languages, grades 6, 7 and 8.
- ★ "Interrelated Arts"—Study of the fine arts as related to all subject areas.
- ★ External programs with educational, scientific and artistic institutions.

Schools:

★ **Capitol Heights Elementary**
601 Suffolk Ave.
Capitol Heights *(420-3430)*

★ **Glenarden Woods Elementary**
Glenarden Pkwy. & Echols Ave.
Lanham *(772-6611)*

★ **Heather Hills Elementary**
12605 Heming Lane
Bowie *(262-3013)*

★ **Henry G. Ferguson Elementary**
14600 Berry Rd.
Accokeek *(292-5000)*

★ **Kenmoor Elementary**
3211 82nd Ave.
Landover *(772-1040)*

★ **Longfields Elementary***
3300 Newkirk Avenue
Forestville *(736-6671)*

★ **Oakcrest Elementary***
929 Hill Road
Landover *(336-8020)*

★ **Valley View Elementary**
5500 Danby Ave.
Oxon Hill *(839-3444)*

★ **Kenmoor Middle**
2500 Kenmoor Dr.
Landover *(322-7350)*

★ **Walker Mill Middle**
800 Karen Blvd.
Capitol Heights *(336-8855)*

***Note:** Longfields and Oakcrest Elementary Schools also offer the Extended Day Program. The program is limited to those students currently enrolled and next year's TAG students.

Science, Mathematics

Elementary, Middle School Programs for High Tech Study

The Science, Mathematics and Technology Program offers elementary and middle school students specially designed classes and experiences in the study of mathematics and the sciences. Students concentrate on the development of specific skills leading to their involvement in research, experimentation and application of math and science activites.

Admission to the program is based upon student interest, with no pretesting required. Students are offered a range of program options from beginning levels through advanced studies. All students focus on independent analysis, critical thinking, problem solving and decision making. The program at the middle school level is partially designed to prepare students for participation in the Science and Technology Centers at Eleanor Roosevelt and Oxon Hill high schools. Limited weighted grades will be given for selected courses.

- ★ Elementary and middle school classes and experiences specially designed for the study of mathematics and the physical world.
- ★ Open to students who wish to develop or expand an interest in science, mathematics and technology. No pretesting or admissions testing required.
- ★ An emphasis on investigative and experimental studies.
- ★ Daily instruction in science, mathematics and technology.
- ★ A focus on independent analysis, critical thinking, problem solving and decision making.
- ★ Emphasis on technological applications.
- ★ High caliber laboratory settings with state-of-the-art equipment.
- ★ Involvement of local research and engineering facilities, including the Harry Diamond Laboratories, Goddard Space Flight Center, U. S. Department of Agriculture and the Maryland Academy of Sciences.
- ★ Assistance from the Johns Hopkins Center for Talented Youth in identifying students for advanced programs.
- ★ Programs offered from the Boston College Enrichment Series and "The Challenge of the Unknown" for the American Association for the Advancement of Science.
- ★ Specially designed programs at the Howard B. Owens Science Center and the William S. Schmidt Environmental Educational Center.
- ★ Computer instruction in simulations, data bases, modeling, data interpretation, spread sheets, instrument interfacing and word processing.

Schools:

★ **Concord Elementary**
2004 Concord Lane
District Heights *(735-1515)*

★ **Fort Washington Forest Elementary**
1300 Fillmore Rd.
Ft. Washington *(292-4550)*

★ **John Carroll Elementary**
1400 Nalley Ter.
Landover *(773-0707)*

★ **Owens Road Elementary**
1616 Owens Rd.
Oxon Hill *(894-8966)*

★ **Paint Branch Elementary**
5101 Pierce Ave.
College Park *(345-5600)*

★ **Samuel Ogle Elementary**
4111 Chelmont Lane
Bowie *(262-3160)*

★ **Francis Scott Key Middle**
2301 Scott Key Dr.
District Heights *(735-4131)*

★ **G. Gardner Shugart Middle**
2000 Callaway St.
Temple Hills *(894-2425)*

★ **Nicholas Orem Middle**
6100 Editors Park Dr.
Hyattsville *(559-7181)*

- ★ Concentration on the development of research, experimentation, applied mathematics and applied science skills.
- ★ A range of program options concentrating on science and mathematics.
- ★ Beginning levels through advanced studies.
- ★ Experiences and skill development provided to facilitate participation in the Science and Technology Centers at Eleanor Roosevelt and Oxon Hill high schools.
- ★ Weighted grades for middle school mathematics and science courses, in determining quality point average for application to the Science and Technology Centers.
- ★ A strong instructional program in reading and language arts.

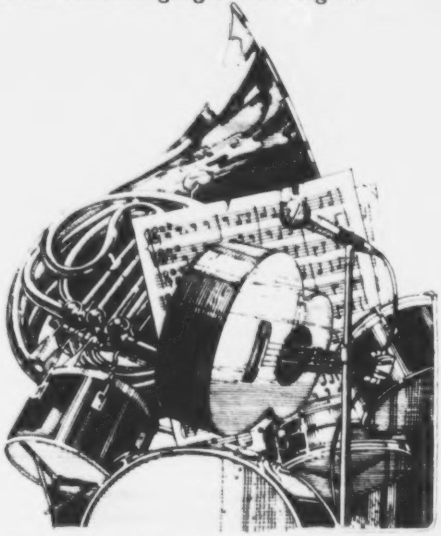
Research, analyses are key components.

Creative and Performing Arts

Drama, Music, Art and Dance Highlight New Program

The Creative and Performing Arts School for kindergarten through the eighth grade will provide a wide range of experiences for the development and enhancement of student interest and talents in the arts. The program will combine a strong core curriculum in reading, mathematics, English, science and social studies with specialized instruction in diverse artistic fields. Drama, art, music, dance, creative writing, media arts and related computer lab experiences will be offered for all children, with opportunities for artistically advanced students to excel. The interdisciplinary approach to art and academics will emphasize creativity and artistic expression.

The program is associated with the Visual and Performing Arts Center at Suitland High School. No pretesting or auditions are required.



Location:

Thomas G. Pullen
700 Brightseat Road
Landover *(336-6500)*

- ★ Classes taught by specialists in art, drama, music, dance, creative writing and media arts.
- ★ State-of-the-art educational arts facilities.
- ★ Fully equipped dance and drama studios.
- ★ Performance and exhibition opportunities at all levels.
- ★ Strong academic program, with an emphasis on both creative and developmental experiences.
- ★ Foreign language instruction in grades 6, 7 and 8.
- ★ Visiting artists and guest speakers.
- ★ An exhibition gallery for students.
- ★ Expanded enrichment and instructional activities after school, with transportation provided.
- ★ Computer lab with state-of-the-art equipment for arts instruction.
- ★ Opportunity for specialization within specific arts.
- ★ Full-day kindergarten.
- ★ Instructional day for students (K-6) extended by one-half hour.
- ★ Opportunities for early instrumental music instruction through Suzuki classes and other techniques appropriate for young children.
- ★ Opportunities to share facilities and resources with the Visual and Performing Arts Center at Suitland High School.

Enrollment Affected By Requirements for School Desegregation

The enrollment of each magnet program in every school is governed by specific numerical guidelines that affect the number of students admitted to a particular program.

These guidelines are necessary as a method of integration to increase the percentage of black or non-black students in the enrollment of certain schools.

The limitations may, as a consequence of achieving specific racial percentages, prevent otherwise qualified students from attending a magnet school program if they do not already live within that school's regular attendance area.

Visual and Performing Arts

High School Designed for the Artistically Talented

The Visual and Performing Arts Center at Suitland High School will offer an artistically challenging academic program—within a highly creative and performance-based environment—designed to prepare students for further scholastic or professional study and career options in the arts. The program is open to students in grades 9 and 10 for the 1987-88 school year. Students will be able to participate and eventually major in any of the five principal concentrations: music, dance, theatre, visual arts and television recording production. Students will have access to state-of-the-art technology and academic resources to support their education in the arts. They will study with professional artists, dancers, actors, musicians, singers, directors/producers, and radio/television personalities.

The program will be associated with the Creative and Performing Arts Program (K-8) at the Thomas Pullen Elementary/Middle School.

Location:

Suitland High School
5200 Silver Hill Road
District Heights *(568-7770)*

★ A performance-based curriculum.

★ Students will "major" in one of the following areas:
  ★ Visual Arts—painting, sculpture, graphic arts, architecture
  ★ Dance—ballet, tap, modern jazz
  ★ Music—instrumental and vocal
  ★ Theatre—performing, technical, theatre management, criticism

★ Television/Radio Productions—performance and technical

★ Extensive opportunities for showcasing student artistry in a variety of school productions, media presentations, and professional theatres throughout the Washington, D.C. area.

★ Seminars, symposia and "Master Classes" taught by guest artists.

★ A creative, lively intellectual climate with an emphasis upon academic excellence.

★ State-of-the-art facilities and professional resources available in all areas.

★ 1000-seat auditorium.

★ Experimental theatre.

★ Fully-equipped dance halls and studios.

★ Complete television and recording studio.

★ Excellent music facilities, including rehearsal rooms.

★ Art studios, art gallery and a computer/laboratory for graphic art and advertising.

★ Internships at colleges and universities and professional arts institutions.

★ A strong academic program of English, mathematics, science and social studies.

★ A broad academic and professional counseling program, including assistance with the college and professional school application process, career oriented information, the development of student portfolios and videotaped highlights of student artistry.

Special Auditions Required for Entry

The Visual and Performing Arts program is open to students entering grade 9 or 10 in the 1987-88 school year who plan to further their education and/or pursue a career in the visual or performing arts. In order to be selected, each applicant must go through an audition process supervised by a panel of professional adjudicators. Auditions will be scheduled at the time of application on March 21, 1987, at Largo High School. (See application procedures, page 16.)

Extended Day

After School Program for Children of Working Parents

The Extended Day Program offers an attractive assortment of early morning and after school enrichment activities to the children of working parents, as an alternative to non-educational child care. Located near high employment centers or along major traffic routes, the program provides activities in arts and crafts, recreation, music and dance, computer labs, science and mathematics, sewing and cooking, reading and homework centers.

A fee of $30 a week is payable on a monthly or semi-monthly basis through a payment procedure that includes Mastercard and Visa. Each program is staffed with a classroom teacher-coordinator, instructional aides, student assistants and a clerk-health aide.

Open from 7 a.m. to 6 p.m., Monday through Friday, the program remains open without extra charge when other schools close because of inclement weather. Although the program does observe some regular school holidays, it remains open on certain non-school days and offers parents a full-day service for an additional fee.

Transportation is not provided for this program. However, children who live within the school's regular attendance area may continue to ride the morning school bus if they are eligible for transportation services.

JAMES SHERWOOD

After school programs offer children a variety of activities including computer labs.

- ★ Open Admissions
- ★ Operating hours from 7 a.m. to 6 p.m.
- ★ Homework Centers
- ★ Computer Labs
- ★ Reading Enrichment
- ★ Music and Dance
- ★ Arts and Crafts
- ★ Science and Math Activities
- ★ Sewing and Cooking
- ★ Recreation and Snacks

Schools:

★ **Apple Grove Elementary**
7400 Bellefield Ave.
Fort Washington *(248-4004)*

★ **Ardmore Elementary**
9301 Ardmore Rd.
Landover *(322-2110)*

★ **Kettering Elementary**
11000 Layton St.
Kettering *(336-6777)*

★ **Patuxent Elementary**
4410 Bishopmill Dr.
Upper Marlboro *(627-3000)*

★ **Phyllis E. Williams**
9601 Prince Pl.
Largo *(336-3303)*

Note: The Extended Day Program is also offered at Longfields and Oakcrest Elementary Schools. Next year, these two programs will be limited to currently enrolled students and those assigned under the Talented and Gifted Magnet Program.

Senator PELL. Thank you very much, Mr. Felegy.

Dr. Wilson.

Dr. WILSON. Good morning, Chairman Pell, and members of the Committee.

I am Dr. Laval Wilson, Superintendent of the Boston Public Schools, former Superintendent of Rochester.

Thank you for the opportunity to speak to you on two programs of critical importance to the Boston Public Schools: magnet school assistance and impact aid.

First, let me indicate that Boston strongly supports both of these Federal efforts. For those of you not familiar with Boston, let me explain that we are a district with 59,000 students. Our enrollment is 47 percent black. More than 26 percent of our students live in publicly-owned or assisted housing. Over 50 percent are members of families receiving AFDC. Overwhelmingly, ours are the truly needy, the safety net students, those for whom the Federal Government has recognized a special obligation.

We are a dependent school district, one of the 5 percent of districts in the United States that does not own its own property. The city owns the schools. The school system does not raise its own taxes, the city does. The city also supports large hospitals, police, fire, sewer and water service systems. We compete for funding in a city in which 23 percent of the students go to private schools and less than 25 percent of households have children of school age.

The city operates under a State imposed tax cap, the famous Proposition 2½. Federal assistance is particularly important to our school district. Under both magnet school assistance and impact aid, we are hurting.

Our situation with magnet school assistance is that in both rounds of funding we were fully eligible. We lost over $1 million from discontinuation of ESAA. We operate under court orders that affect over 90 percent of our district. Our U.S. District Court Judge, J. Arthur Garrity, ordered Boston to desegregate through a bussing plan back in 1974, and we started that plan. We are at this point in a turnaround situation, and after 13 years of court ordered desegregation, we are about to propose a student assignment process that will give parents and students greater choice.

Magnets have a significant meaning and importance to the Boston Public Schools, a city that as a whole has 32 percent minority while the schools are 74 percent minority.

Twice we applied for magnet school assistance; twice we were rejected. We have cause to believe that the second time the review process was flawed, and we have entered suit against Secretary Bennett in the United States District Court in Massachusetts. It would be inappropriate to discuss that suit here. Yet, our experience with the current legislation suggests several changes which I would like to make to you.

First, I ask you to consider whether Congress is reaching the districts it intended to assist. If some part of the intention was to help the urban districts that enroll the largest numbers of minority students, then you may want to review and compare the list of those received in comparison to those who did not receive. Districts such as L.A., Detroit, Boston, Pittsburgh, New Orleans and Dade County did not receive grants.

Second, a total of 145 points may be awarded in rating an application. The first 100 points are awarded on the plan, its quality and cost effectiveness. The additional 45 are special consideration points, of which only 15 points may be earned for need for assistance. Both the cost of desegregating and the difficulty in carrying out a plan aside from financing are included within this 15 points. Clearly need can be swallowed by other factors as has been the case in these awards, and I ask you to consider, first, increasing substantially the emphasis given to need for assistance in this legislation and linking need explicitly to economic and educational disadvantages.

Secondly, I ask you to deal explicitly on the legislation with the process for selection. A process in which one State received 25 percent of the funding and two together received 42.4 percent raises questions about impartiality, as does a process in which two of each of the panelists is a Department of Education employee. One way to improve the process would be to set aside an amount to fund a peer review that would include no Department of Education employees or, at the most, one. Another would be a requirement for a detailed report on ratings and awards to be released at the time awards are made.

If possible, I would like to take the remaining part of my time and discuss impact aid, particularly reimbursements under Section 3 to students living in publicly-owned or assisted housing.

Children residing in low income housing under Section 8 of the Housing Act of 1937 have been eligible for payments since 1970. The Department of Education is demanding retroactive repayments for 1984, 1985 and 1986. There are issues related to this whole issue of impact aid that I think need clarification. It is fair to say that under the particular statute we are discussing right now that we would like to see impact aid continue, and that the provisions that I have outlined in writing clarify those points for you.

[The prepared statement of Dr. Wilson follows:]

TESTIMONY BEFORE THE
SENATE SUBCOMMITTEE ON EDUCATION,
ARTS AND HUMANITIES

WASHINGTON, D.C.

JULY 30, 1987

GIVEN BY

DR. LAVAL S. WILSON

SUPERINTENDENT OF THE BOSTON PUBLIC SCHOOLS

GOOD MORNING, SENATOR PELL
AND MEMBERS OF THE SUBCOMMITTEE.

THANK YOU FOR THE OPPORTUNITY TO SPEAK TO YOU TODAY ON TWO PROGRAMS OF CRITICAL IMPORTANCE TO THE BOSTON PUBLIC SCHOOLS - MAGNET SCHOOL ASSISTANCE AND IMPACT AID.

FOR THOSE OF YOU NOT FAMILIAR WITH BOSTON, LET ME EXPLAIN THAT WE ARE A DISTRICT WITH 59,000 STUDENTS. OUR ENROLLMENT IS 25.8% WHITE, 47.3% BLACK, 26.8% HISPANIC, ASIAN, AND OTHER MINORITIES. MORE THAN 26% OF OUR STUDENTS LIVE IN PUBLICLY OWNED OR ASSISTED HOUSING, OVER 50% ARE MEMBERS OF FAMILIES RECEIVING AFDC. OVERWHELMINGLY, OURS ARE THE TRULY NEEDY, THE "SAFETY-NET" STUDENTS, THOSE FOR WHOM THE FEDERAL GOVERNMENT HAS RECOGNIZED A SPECIAL OBLIGATION.

WE ARE A DEPENDENT SCHOOL DISTRICT, ONE OF THE 5% OF DISTRICTS IN THE UNITED STATES THAT DOES NOT OWN ITS OWN PROPERTY - THE CITY OWNS THE SCHOOLS. THE SCHOOL SYSTEM DOES NOT RAISE ITS OWN TAXES - THE CITY DOES, AND THE CITY ALSO SUPPORTS LARGE HOSPITAL, POLICE, FIRE, SEWER, AND WATER SERVICE SYSTEMS. WE COMPETE FOR FUNDING IN A CITY IN WHICH 23% OF THE STUDENTS GO TO PRIVATE SCHOOLS AND LESS THAN 25% OF HOUSEHOLDS HAVE CHILDREN OF SCHOOL AGE. THE CITY OPERATES UNDER A STATE-IMPOSED TAX CAP. FEDERAL ASSISTANCE IS PARTICULARLY IMPORTANT TO OUR SCHOOL DISTRICT.

UNDER BOTH MAGNET SCHOOL ASSISTANCE AND IMPACT AID, WE ARE HURTING.

OUR SITUATION WITH MAGNET SCHOOL ASSISTANCE IS THAT IN BOTH ROUNDS OF FUNDING, WE WERE FULLY ELIGIBLE; WE LOST OVER $1 MILLION FROM DISCONTINUATION OF ESAA; WE OPERATE UNDER COURT ORDERS THAT AFFECT OVER 90% OF OUR DISTRICT; WE ARE AT AN EXCITING TURNING POINT AFTER THIRTEEN YEARS OF COURT-ORDERED DESEGREGATION; WE ARE ABOUT TO PROPOSE A STUDENT ASSIGNMENT PLAN THAT WILL GIVE PARENTS AND STUDENTS GREATER CHOICE. MAGNETS HAVE SIGNIFICANT MEANING AND IMPORTANCE IN BOSTON WHEN THE CITY AS A WHOLE IS 32% MINORITY WHILE THE SCHOOLS ARE 74% MINORITY.

TWICE WE APPLIED FOR MAGNET SCHOOL ASSISTANCE; TWICE WE WERE REJECTED. WE HAVE CAUSE TO BELIEVE THE SECOND TIME THE REVIEW PROCESS WAS FLAWED AND WE HAVE ENTERED SUIT AGAINST THE SECRETARY. IT WOULD BE INAPPROPRIATE TO DISCUSS THIS SUIT HERE, YET OUR EXPERIENCE WITH THE CURRENT LEGISLATION SUGGESTS TWO AREAS OF CHANGE.

FIRST, I ASK YOU TO CONSIDER WHETHER CONGRESS IS REACHING THE DISTRICTS IT INTENDED TO ASSIST. IF SOME PART OF THE INTENTION WAS TO HELP THE URBAN DISTRICTS THAT ENROLL THE LARGEST NUMBERS OF MINORITY STUDENTS, THEN YOU MAY WANT TO

COMPARE THE LIST OF THOSE WHO APPLIED TO THOSE WHO RECEIVED AND SEE IF MORE EXPLICIT LANGUAGE IS NEEDED TO GIVE ASSISTANCE TO DISTRICTS WITH EXCEPTIONAL NEED FOR HELP WITH DESEGREGATION.

A TOTAL OF I45 POINTS MAY BE AWARDED IN RATING AN APPLICATION. THE FIRST I00 ARE AWARDED ON THE PLAN, ITS QUALITY AND COST EFFECTIVENESS; THE ADDITIONAL 45 ARE SPECIAL CONSIDERATION POINTS OF WHICH ONLY I5 POINTS MAY BE EARNED FOR NEED FOR ASSISTANCE. BOTH THE COST OF DESEGREGATING AND THE DIFFICULTY IN CARRYING OUT A PLAN ASIDE FROM FINANCING ARE INCLUDED WITHIN THIS I5 POINTS.

CLEARLY, NEED CAN BE SWALLOWED BY OTHER FACTORS AND HAS BEEN IN THE AWARDS. I ASK YOU TO CONSIDER -

FIRST, INCREASING SUBSTANTIALLY THE EMPHASIS GIVEN TO NEED FOR ASSISTANCE, AND LINKING NEED EXPLICITLY TO ECONOMIC AND EDUCATIONAL DISADVANTAGES.

SECOND, I ASK YOU TO DEAL EXPLICITLY ON THE LEGISLATION WITH THE PROCESS FOR SELECTION. A PROCESS IN WHICH ONE STATE RECEIVED 25% OF THE FUNDING AND TWO TOGETHER RECEIVE 42.2% RAISES QUESTIONS ABOUT IMPARTIALITY, AS DOES A PROCESS IN WHICH TWO OF EACH THE PANELISTS IS A DOE EMPLOYEE. ONE WAY TO IMPROVE THE PROCESS WOULD BE A SET ASIDE AMOUNT TO FUND A PEER

REVIEW THAT WOULD INCLUDE NONE OR FEW DOE EMPLOYEES. ANOTHER WOULD BE A REQUIREMENT FOR A DETAILED REPORT ON RATINGS AND AWARDS TO BE RELEASED AT THE TIME AWARDS ARE MADE.

I WOULD LIKE TO USE MY REMAINING TIME TO DISCUSS IMPACT AID, PARTICULARLY REIMBURSEMENTS UNDER SECTION 3 TO STUDENTS LIVING IN PUBLICLY OWNED OR ASSISTED HOUSING.

CHILDREN RESIDING IN LOW-INCOME HOUSING UNDER SECTION 8 OF THE HOUSING ACT OF 1937 HAVE BEEN ELIGIBLE FOR PAYMENTS SINCE 1970.

THE DOE IS DEMANDING RETROACTIVE REPAYMENTS FOR 1984, 1985, AND 1986 FOR CHILDREN WHOSE FAMILIES PARTICIPATE IN THE LOW-INCOME VOUCHER PROGRAM UNDER SECTION 8. THE DEMAND WAS IN THE FACE OF EVIDENCE THAT DOE OFFICIALS SAID IN 1983 TO CLAIM THESE CHILDREN AND SUBSEQUENT AUDITS IN 1984 AND 1985 DID NOT QUESTION THESE PAYMENTS. WE HAVE HEARD THESE DEMANDS WILL STOP, BUT HAVE NO CONFIRMATION.

WHEREAS THE IMPACT AID STATUTE NOW SPECIFICALLY INCLUDES ANY LOW RENT HOUSING ASSISTED IN ANY WAY UNDER THE HOUSING ACT OF 1937, NEW REGULATIONS PROMULGATED BY DOE EXCLUDE SOME SECTIONS OF SECTION 8 HOUSING BY CREATING A NEW REQUIREMENT THAT ELIGIBILITY DEPENDS ON THE TAX EXEMPT-STATUS.

I ASK YOU TO CONTINUE ELIGIBILITY OF ANY LOW RENT HOUSING ASSISTED IN ANY WAY, AND TO MAKE THIS VERY CLEAR IN THE LEGISLATION.

INCLUSION OF ALL FORMS OF SECTION 8 HOUSING IS WITHIN THE INTENT OF THE ACT BECAUSE LOCAL TAX YIELD IS REDUCED WHEN LANDLORDS ACCEPT SECTION 8 VOUCHER RECIPIENTS. ALL TYPES OF SECTION 8 HOUSING CAUSE LOSS OF LOCAL REVENUE.

IMPLEMENTATION OF THE NEW REGULATIONS EXCLUDING SECTION 8 HOUSING WILL COST BOSTON $2.2 MILLION PER YEAR, AND PROPORTIONATE AMOUNTS IN ALL THE CITIES OF MASSACHUSETTS. IN ALL, 43 STATES ARE AFFECTED, YET THE LOSS TO THE DISTRICTS DOES NOT HELP WITH THE FEDERAL DEFICIT. INSTEAD, THE RECAPTURED FUNDS ARE DISTRIBUTED AMONG THE REMAINING DISTRICTS. WHAT FEDERAL PURPOSE IS SERVED BY THIS REALLOCATION AND DISLOCATION?

THIS SECTION OF IMPACT AID IS OFTEN ATTACKED AND CRITICIZED ON THE ONE HAND, YET ON THE OTHER, CONGRESS IS OFTEN SEARCHING FOR A VEHICLE TO HELP THE MOST NEEDY. HERE IN SECTION 3, LOW RENT HOUSING, YOU HAVE A PIECE OF LEGISLATION THAT PRECISELY TARGETS THE MOST NEEDY. PLEASE LET IT STAND TO DO ITS WORK.

THANK YOU VERY MUCH.

Senator **Pell**. Thank you very much indeed, Dr. Wilson.

I just have one general question to which I would like your reaction. That is, what in your particular areas are the State and local efforts compared to the Federal effort? What would be the ratios of contribution? What would you say, Dr. Wilson?

Dr. **Wilson**. Well, in a State where there is a 2½ percent cap as far as being able to raise money each year, clearly that is a problem for local school districts. I found the same thing to be in California when Proposition 13 occurred. Any school system in a State that has a cap on being able to tax the public for educational services finds itself in a deficiency situation even if the public wants to provide that type of support.

So we have to, at that point in time, look to the Federal Government for more assistance.

Senator **Pell**. Thank you very much.

Mr. **Felegy**. In our situation, our total cost of our desegregation effort this coming year, I believe is approximately $21 million. We have a $4 million grant through this legislation from the Federal Government. We have from the State of Maryland $6 million, a special set side for this purpose, and the balance is from local revenues.

Senator **Pell**. Dr. Busch.

Dr. **Busch**. The majority of our funds are coming from our State. We have this year a little over $2 million for our magnet programs. We certainly need more additional support. We are serving about 4,500 students, and many, many more are on the waiting list.

Senator **Pell**. Dr. Brooks.

Dr. **Brooks**. In my programs, except for vocational adult education, we do not have dollars earmarked specifically for magnet programs from the State. We do have local funds which support the programs in the schools.

Senator **Pell**. Mr. Murray.

Mr. **Murray**. Senator Pell, Buffalo is a very poor city, and we receive over 65 percent of our funding from the State Education Department. Local resources provide around 30 percent, with other funding coming from sales taxes and other sources.

Senator **Pell**. I recognize the ranking minority member.

Senator **Stafford**. Thank you, Mr. Chairman.

As I listened to all the witnesses this morning, it seems to me generally you say that the magnet school system is a good one in the areas that you represent, but that $75 million a year for the last few years, that is an inadequate sum of money to fill the need that you perceive.

I think, Dr. Busch, you said $150 million. One of you did anyway. H.R. 5 has $115 million in it. You know as well as we do the difficulties we face here in our Federal deficits, in our Federal debt, but does $115 million come anywhere meeting the need? Could you respond briefly to that?

Mr. Murray.

Mr. **Murray**. Senator Stafford, this past year 126 districts applied for funds. I believe 38 were funded, and I think the total amount that was asked for in the maximum grant was $4 million. I think the total amount was $240 million. We felt that we were not going to ask for $240 million. We felt that this year we would like to see the Magnet School Assistance Program doubled.

Senator STAFFORD. Is there general agreement with that statement, to save your time?

Senator PELL. Let the record show every head nodded.

Senator STAFFORD. Affirmatively.

I did have another question or two, Mr. Chairman, but in the light of our time constraints, I will either submit them in writing or find some other way to get them addressed.

Senator PELL. I thank my colleagues very much indeed.

I am very glad to have with us the Chairman of our Full Committee, the senior Senator from Massachusetts.

Senator KENNEDY. Thank you, Mr. Chairman, and I want to again commend you, Senator Stafford and Senator Mikulski, for moving ahead on these hearings. I apologize to our witnesses. We are in the midst of a Judiciary Committee meeting on some of the nominees, both for the FBI and the Supreme Court. But I want to extend a warm word of welcome to Laval Wilson who is speaking on the panel, both with regard to the magnet schools as well as impact aid.

I know John Corcoran from Worcester has been very much involved in the Chapter 1 program.

As you know, I have been a strong supporter of both the magnet schools and the impact aid, Title 1. I think we have faced a very challenging time in our City of Boston over a period of years. The magnet schools have offered, I think, some special hope and opportunities for many of the young people in our city. I know the case has been made well by Laval Wilson. We have had a good opportunity to talk about these programs, and I am looking forward to working with you and Senator Stafford to see what we can do to strengthen these programs.

We have inadequate resources. We are talking about programs which have an effective record of achievement and accomplishment, have made a real important difference. I think their suggestions in strengthening the programs are some things which we ought to take to heart. I am very grateful for the chance just to come by and indicate my strong support to those programs and commend you for moving ahead with the legislation.

Senator PELL. Thank you very, very much, Senator Kennedy. Senator Mikulski.

Senator MIKULSKI. Thank you, Mr. Chairman.

I would really like to compliment you and your staff for arranging such an important array of witnesses representing a cross-section of our country and giving us important insight.

I welcome the entire panel. In reviewing your testimony and knowing of your work, particularly the Superintendents, you are kind of like the Mayors of the school systems. And, unfortunately, while you might have the responsibility of being the senior official or the Mayor, you do not have the flexibility in resources, the amount of flexibility to arrange resources the way you think often would do the most good.

I congratulate you on the job you are doing for our kids, and I want to talk a little bit about what we can do to help you.

I would like, if I could, to just take a few minutes to talk to Mr. Felegy, who is representing the Prince George's County School System. I would like to say to you in my first 100 days as a Senator, I met with every school Superintendent in the State of Maryland, but nothing provided me with the inspiration I had when I visited the Prince George's County schools.

Some years ago, this was a county that was racked with desegregation issues. The entire fabric of that community was rent asunder by court ordered desegregation, and then how that community struggled to deal with it. Not only has it reversed the so-called white flight from the school system, but it has created a sense of energy, pride and quantifiably identified achievements as has been outlined in this testimony.

Why? I think it is an enormous commitment from local government, State assistance in partnership with parents and business that did it, but it also instituted the so-called effective school program, taking resource rich activity but really creating clear standards made a difference.

I am torn sometimes between adding restraints and giving you maximum flexibility. That is often the dual message.

Can you comment on what you think the effective school model of management, combined with magnet aid, and whether you think that might be mandated, should be mandated in the legislation, or if we should give it as a strong option to be pursued? Could you comment? I think the Committee would benefit from that.

Mr. **Felegy**. Dr. Murphy's fuller testimony, which the Committee has available, does address the issue of the effective schools approach which is a strategy we are deploying not just with our magnet schools, but with all of our schools to articulate the need for high expectations for students; and to articulate that principals need to receive the special training to be the instructional leaders of their schools, to articulate that time on tasks and monitoring results on a regular basis is required. We have infused all of those elements and developed special programs to reflect those elements to complement the magnet school programs.

The magnet school program has been in a sense the cutting edge of what we have been doing to modify the program in the county, but the effective school is the total context in which this takes place. It is very important.

Senator **Mikulski**. Do you think it ought to be mandated?

Mr. **Felegy**. We certainly would have no objection, Senator, if it were mandated.

Senator **Mikulski**. I wonder what the other panelists think.

Dr. **Brooks**. I would like to respond. I think the question is excellent.

They go hand in hand, magnet schools and effective schools. I could not agree more with my colleague from Maryland. I would like to see it as an option, a strong recommendation. I think it (effective schools) would be implemented probably easier more effectively.

Dr. **Busch**. I am going to agree that I hope that it would be left an option. We are just beginning in our school district to put the effective school's model into place next semester. And unless there were certainly additional funds provided for us in our local district, I certainly would hope you would not mandate both. There would certainly need to be additional funds to implement that program. And whereas we know it is certainly effective, it puts the total picture in place, it provides a total picture for the school system, and I think is the best of both worlds. But I would not want to just mandate both together.

Senator **Mikulski**. Why?

Dr. **Busch**. Well, again, in my school district I cannot say as to the effectiveness because we are starting just this September. But again there are additional dollars needed, and if we are looking at the same amount of funds that are being provided for magnets, and on top of that are expected to implement, both programs with the same amount of funds, I do not think that is practical.

Dr. **Wilson**. I would like to see it stay as an option. I think the effective school's program clearly demonstrated they work. I would like to make sure that monies are targeted correctly for magnet thrusts, and I think most school systems would focus on effective school concepts, but I would not like to see them as a mandated effort.

Senator **Mikulski**. Thank you, Mr. Chairman. That concludes my questions. And I think the points that Dr. Wilson raises in his testimony, not only about the limitations of funds, but the distribution I think really warrant further Committee scrutiny.

Thank you very much.

Senator **Pell**. Thank you very much, ladies and gentlemen of this panel.

We come now to the panel on impact aid. This panel consists of Dr. Richard Triplett, Superintendent of Schools, Bellevue School District, Bellevue, Nebraska; Ernest Clayton, Jr., Coordination of Education Information System, Anne Arundel County School District, Annapolis, Maryland; John Corcoran, Coordinator of Chapter 1 Programs, Worcester Public Schools, Worcester, Massachusetts; and Glenn Barnes, former Superintendent, Todd County School District, Mission, South Dakota.

Dr. Triplett will be introduced by Senator Exon from Nebraska. Senator Exon.

STATEMENT OF HON. J. JAMES EXON, A U.S. SENATOR FROM THE STATE OF NEBRASKA

Senator **Exon**. Thank you very much, Senator Pell, Senator Stafford, Senator Kennedy, and Senator Mikulski.

I am going to be brief. I thought it was important I come over and introduce a real leader in this whole impact aid area. He, of course, is Dr. Richard Triplett, immediately to my left, and he is the Superintendent of Schools, Mr. Chairman, from the Bellevue School District, and he is here today to represent basically the military affected schools.

Bellevue Public Schools has been very much involved from the beginning in the intricate process and procedures that have been ongoing in the attempt to work out an impact aid reorganization proposal that will be considered by the Committee.

Bellevue is adjacent to the Offutt Air Force Base, and Bellevue is a Super A District and knows first hand the necessity for the impact aid program. Dr. Triplett has been to Washington frequently in the last several months working diligently with the other members of the National Association of Federally Impacted Schools in devising this compromise. The proposal is well balanced, and I believe treats all recipients of impact aid fairly.

Mr. Chairman, I believe I have indicated to you that I want to be an original cosponsor of the bill when it is finally introduced. I renew that request today, and I commend this Committee to hear well the testimony by Dr. Triplett who has been working on this program even before I came to the United States Senate. He is an expert and he is fair, and I hope that he will be able to answer any questions that you might have on this bill.

I thank you for your consideration, Mr. Chairman.

Senator **Pell**. Thank you very much. And I am very glad that you will be a cosponsor of this bill.

I would add at this point, without objection, we will insert in the record a statement by Senator Hatch and also one by Senator Thurmond, and it is without objection that they will be included in the record.

[The prepared statements of Senators Hatch and Thurmond follow:]

STATEMENT BY MR. HATCH

Mr. Chairman, I congratulate you on scheduling this morning's Education Subcommittee hearing on two small but important education programs, Magnet Schools and Impact Aid. Today's witnesses will, I am certain, not only testify to the considerable value of these programs but also, perhaps, give us some suggestions for their reauthorization.

As one of its original proponents, I take some special pride in the success of the Magnet School program. That success has been indicated once again recently by the increasing excess of applications over the number of Magnet School programs which can be federally funded. This is a federal program that has commendable goals and does a far better job than many at meeting those goals. Under this program, all children, no matter their race or economic background, are offered a better opportunity to receive a quality education which stresses mastery of academic subjects. Participation in a Magnet School program will thus greatly enhance their ability to take advantage of all the opportunities that our society has to offer. Mr. Chairman, this is also one certain way to increase our economic competitiveness on the world scene. Recognizing the direct benefit to the

CHILDREN SERVED BY THIS PROGRAM AND INDIRECTLY TO US ALL BY IMPROVING THE SKILLS OF MANY WHO MIGHT OTHERWISE HAVE HAD A LESSER EDUCATION, I HAVE ALREADY INDICATED MY SUPPORT FOR AN INCREASED AUTHORIZATION FOR THE MAGNET SCHOOL PROGRAM.

IMPACT AID IS ANOTHER VERY IMPORTANT FEDERAL EDUCATION PROGRAM. I KNOW HOW IMPORTANT IT IS BECAUSE MY HOME STATE OF UTAH IS ONE OF THE MOST HEAVILY "IMPACTED" STATES IN THIS NATION. ALTHOUGH I BELIEVE THAT EDUCATION IS LARGELY THE FUNCTION OF STATE AND LOCAL GOVERNMENT, I FIRMLY BELIEVE THAT IT IS PROPER FOR THE FEDERAL GOVERNMENT TO ASSIST IN EDUCATING FEDERALLY-CONNECTED CHILDREN. IT IS LEGITIMATE FOR THE FEDERAL GOVERNMENT TO SHOULDER SOME OF THE FINANCIAL BURDEN OF FEDERAL ACTIVITIES WITHIN LOCAL SCHOOL DISTRICTS.

MR. CHAIRMAN, I AM PLEASED TO KNOW THAT YOU WILL INTRODUCE BY REQUEST THE REAUTHORIZATION PROPOSAL OF THE NATIONAL ASSOCIATION OF FEDERALLY IMPACTED SCHOOLS. THAT PROPOSAL AND THE TESTIMONY WE RECEIVE THIS MORNING WILL BE OF CONSIDERABLE ASSISTANCE IN REAUTHORIZING THE IMPACT AID PROGRAM. I ALSO LOOK FORWARD TO RECEIVING FURTHER TESTIMONY AT THE EDUCATION SUBCOMMITTEE FIELD HEARING IN UTAH IN AUGUST. I GREATLY APPRECIATE YOUR UNDERSTANDING, MR. CHAIRMAN, OF THAT PROGRAM'S IMPORTANCE TO EDUCATING CHILDREN IN UTAH AND YOUR COURTESY IN

AUTHORIZING ME TO CHAIR THAT FIELD HEARING. I KNOW THAT THE SCHEDULED WITNESSES FOR THE UTAH HEARING, TOO, ARE EAGER TO PROVIDE USEFUL INFORMATION AND SUGGESTIONS TO US ON THE EDUCATIONAL SERVICES PROVIDED BY THE IMPACT AID PROGRAM.

I WISH TO THANK THE WITNESSES FOR THEIR TESTIMONY THIS MORNING AND TO CLOSE BY SAYING THAT I LOOK FORWARD TO CONTINUING WORKING ON THE REAUTHORIZATION OF THESE TWO AND ALL THE OTHER ELEMENTARY AND SECONDARY EDUCATION PROGRAMS WITH YOU, MR. CHAIRMAN, AND WITH SENATOR STAFFORD, THE DISTINGUISHED RANKING MINORITY MEMBER, AND ALL OUR OTHER COLLEAGUES ON THIS SUBCOMMITTEE. THANK YOU.

STATEMENT BY SENATOR STROM THURMOND (R.-S.C.) REFERENCE HEARING BY THE SENATE SUBCOMMITTEE ON EDUCATION ON THE MAGNET SCHOOL AND IMPACT AID PROGRAMS, JULY 30, 1987, SD-430.

MR. CHAIRMAN:

I am pleased you are holding this hearing to consider the reauthorization of two existing federal education programs: the Magnet School and the Impact Aid programs.

Mr. Chairman, magnet schools are schools which seek to attract a desegregated student body on a voluntary basis by offering a specialized and focused academic program.

Senator Moynihan has introduced S. 38, which would extend and increase authorizations for the Magnet School program. We are privileged to have the distinguished senior Senator from New York here today and I look forward to hearing what he has to say about this program.

Mr. Chairman, this hearing also concerns reauthorization of the Impact Aid program. The Impact Aid program, first enacted by Congress in 1950, provides financial assistance to school districts in "federally affected areas" - defined to include military bases, Indian lands, and Federal low-rent housing projects. Such property is typically exempt from the local tax levies that support education. For this reason, Congress decided to compensate those affected school districts unable to raise sufficient revenues.

The mobile lifestyle of many "federally-connected" children contribute to the additional cost school districts must bear. Unannounced relocation or change in Federal activity contribute to changes in the number of "federally connected" students within a school. Transfers and withdrawals complicate staffing, transportation, and facility utilization plans. Large numbers of students entering and leaving create difficulty in obtaining complete student records from previous schools - placing an additional administrative burden on the school. Such transitions increase testing loads and complicate the placement process.

Parents of some federally connected children do pay local taxes. However, their contributions are often insufficient for the continued growth and development of our schools. Military families typically do not purchase their residences and tend to live in rental or temporary housing that may be asssessed for tax purposes at less than the amount for the average residential unit. The availability of on-post medical, recreational, commissary, and commercial facilities makes it difficult for similar facilities to develop off-post and contribute to the local tax base. Personnel may declare another State as their residence, thereby escaping State and local income taxes. Moreover, they often make many of their purchases on the military base, thereby also escaping sales and related taxes.

For these, and other reasons, I have been a strong supporter of this program.

Mr. Chariman, while my schedule may not permit me to stay for the entire hearing, I look forward to receiving the testimony of the witnesses today.

Senator PELL. We will now go down the panel, and if you could restrict yourselves to five minutes, then we will have questions afterwards.

I know Senator Exon has other missions.

STATEMENTS OF DR. RICHARD TRIPLETT, SUPERINTENDENT OF SCHOOLS, BELLEVUE SCHOOL DISTRICT, BELLEVUE, NE; ERNEST CLAYTON, JR., COORDINATOR OF EDUCATION INFORMATION SYSTEM, ANNE ARUNDEL COUNTY SCHOOL SYSTEM, ANNAPOLIS, MD; JOHN CORCORAN, COORDINATOR OF CHAPTER 1 PROGRAMS, WORCESTER PUBLIC SCHOOLS, WORCESTER, MA; AND GLENN BARNES, FORMER SUPERINTENDENT, TODD COUNTY SCHOOL DISTRICT, MISSION, SD

Dr. TRIPLETT. Mr. Chairman, members of the Committee, first I would like to express my thanks to Senator Exon for taking the time from his very busy schedule to be here with us today.

I would like to preface my comments by informing the Committee that I will be the first of four people speaking in support of the reauthorization proposal that is supported by the National Association of Federally Impacted Schools, the organization that represents the needs of more than two million children and 2,700 school districts.

My purpose here today is to present the views and needs of school districts that serve children of military personnel. And at this time I would like to highlight some of the sections that affect school districts that are serving military children.

One amendment that applies to all school districts serving military dependents is the Section 6 amendment. The amendment allows the Department of Defense to come to the financial aid of military impacted schools when Section 3 funds are inadequate to address the problems locally.

Another important amendment addresses how State aid interfaces with the impact aid funding, and this amendment would allow States to reduce State aid payments to federally impacted school districts only after adequate funds have been made available to the school district to allow the district to spend at the level of its comparables.

Section 3(d)(2)(b) of Public Law 81-874 is the budget balancing section, and we have several amendments that we would like to support with respect to that particular section. The first one is that actual dollars received would be used in the tabulation of the budget balancing section rather than an entitlement figure that has been prorated.

Second, the cash carryover amounts will be modified to give consideration to State and Federal limitations.

Third, the national average cost per pupil would be considered in addition to the State cost per pupil when computing an entitlement under Section 3(d)(2)(b).

Fourth, high impacted school districts will be able to select three school districts rather than 10 as its comparables. In some States, it is impossible to find 10 districts that have characteristics similar to those of the highly federally impacted school districts.

The fifth modification, school districts qualifying under the budget balancing section are required to have a levy at or above the average of their comparables. Failure to meet this requirement will result in being totally excluded from qualifying for funds under this section of the program. The amendment will ratably reduce the funds available to a school district for not having a levy at or above the average rather than totally eliminating them from this section of the law.

A coterminous school district is a district whose boundaries are the same as those of a Federal installation. Due to a lack of a local tax base and their reliance upon significant Federal dollars, the proposed coterminous amendment is essential to provide these districts with a floor below which Federal funding would not fall.

The amendment on 3(b) military entitlement would set the local contribution rate for military 3(b) students at 25 percent of the 3(a) students local contribution rate. This section is an initial step towards restoring the percentage of one-half of the original proposed payment for 3(b) students.

Public Law 81-874 and the proposed amendments that I have highlighted are critical in continuing our efforts to provide the basic educational program for the children of uniformed services. The military impacted school districts support the proposed legislation, and we certainly stand ready to assist in its becoming law.

I would like to close my presentation at this particular point in time and acknowledge my colleagues who are in the audience for serving as representatives of school districts serving military students across the United States, and at this particular point in time I ask those representatives if they would please stand and be recognized.

Senator PELL. Let the record show that about three-fourths of the people attending this hearing stood.

Dr. TRIPLETT. Thank you very much.

[The prepared statement of Dr. Triplett, with attachments, follows:]

Testimony Presented to
Senate Subcommittee on Education, Arts, & Humanities
Pertaining to
Reauthorization of P.L. 81-874, "Impact Aid"
by
Dr. Richard L. Triplett, Superintendent
Bellevue Public Schools
Bellevue, Nebraska
(serving SAC Headquarters & Offutt Air Force Base)
July 30, 1987

Mr. Chairman and Members of the Committee,

I am Richard Triplett, Superintendent of the Bellevue Public Schools, located in Bellevue, Nebraska. I represent a school district that serves Offutt Air Force Base and the headquarters of the Strategic Air Command. I would like to express my appreciation for being invited to give testimony regarding reauthorization of Public Law 81-874, Impact Aid.

Today I will present the views and needs of school districts that serve children of military personnel. Currently there are 1,334 school districts that provide for the education of over one-half million dependents of military personnel. We are able to offer a quality education to these young people because Public Law 81-874, the impact aid program, provides an in-lieu of tax payment for the basic educational needs of military dependents. Public Law 81-874 is critical to these young people and the school districts serving these young people.

The military impacted school districts are very supportive of Senator Pell's proposed legislation on impact aid. There are many aspects to this proposal that directly affect heavily impacted school districts serving military personnel. At this time I would like to highlight some of those sections.

An amendment which applies to all school districts serving military dependents, is the Section 6 amendment. It does not create any Section 6 schools. The amendment allows DOD to come to the financial aid of a military impacted school when the Section 3 impact aid funds are insufficient to avoid a local financial and educational crisis.

Another important amendment for school districts serving military dependents is how state aid relates to impact aid funding. This amendment would allow states to reduce state aid payments to a federally impacted school district only after adequate funds have been made available to the school district to allow the district to expend at a level equal to that of comparable school districts or the state average per pupil expenditure. States should not use federal dollars to supplant their responsibility for state aid.

Section 3(d)(2)(B) of Public Law 81-874 is the budget balancing section. It was developed to help school districts heavily impacted with both 3(a) and 3(b) students, when adequate funds are not available. In order to qualify for this section, a district must be over 50% impacted with a combination of 3(a) and 3(b) students and have a reasonable local tax effort.

The proposed changes in 3(d)(2)(B) will serve the following purposes:

1). the actual dollars received would be used in the tabulation of the budget balancing section rather than an entitlement figure that has been prorated.

2). the cash carryover amounts will be modified to give consideration to state and federal limits.

3). the national average cost per pupil would be considered in addition to the state cost per pupil when computing an entitlement under 3(d)(2)(B).

4). highly impacted school districts will be able to select three school districts rather than ten as its comparables. In some states it is impossible to find ten districts that have characteristics similar to those of the highly federally impacted school districts.

5). school districts qualifying under the budget balancing section are required to have a levy at or above the average of their comparables. Failure to meet this requirement will result in being totally excluded from qualifying for funds under this section. The amendment will ratably reduce the funds available to a school district for not having a levy at or above the average rather than totally eliminating them from this section of the law.

A coterminous school district is a district whose boundaries are the same as those of a federal installation. There are seven such school districts in the United States. Due to a lack of a local tax base and their reliance on significant federal dollars, the proposed coterminous amendment is essential to provide these districts with a floor below which the federal funding will not fall.

The amendment on 3(b) military entitlement would set the local contribution rate for military 3(b) students at 25% of the 3(a) students local contribution rate. Numerous federal studies have justified the military 3(b) student payment being equal to one-half the payment for a 3(a) student. This section is an initial step toward restoring the percentage to one-half of the original payment proposed for 3(b) students.

Public Law 81-874 and the proposed amendments I have highlighted are critical in continuing our efforts to provide a basic education for the children of men and women in our uniformed services. The military impacted school districts support Senator Pell's proposed legislation and we stand ready to assist in its becoming law.

Attached to my testimony are copies of historical data, federal studies, statistics, and research pertaining to the impact aid program. Hopefully this information will be of help to you in your research and deliberations concerning impact aid. If you would like more detailed information of any of the amendments I referred to today, please contact me.

On behalf of the military impacted school districts, I strongly urge you to reauthorize Public Law 81-874 with the amendments that are currently proposed. Thank you for allowing me to present the views of the military impacted school districts. I would be happy to address any questions that you may have at this time.

Reauthorization of Impact Aid

Reauthorization of Impact Aid
July, 1987

WHAT IS IMPACT AID?

- Impact aid (Public Law 81-874) provides payments from the U.S. government to local schools that educate federally-connected students, including over half a million military dependents.
- The formula as set forth in P.L. 81-874 is sensitive to the current financial requirements of local school districts. Entitlements are based on comparable school district data and therefore properly measure financial need. Proration of the computed amounts leaves federally impacted school districts with less money than required to provide a comparable educational program.
- Impact aid provides financial support for the basic education program.
- Section 3 of impact aid is presently authorized at $1,250,000,000; funded at $663,000,000. (In 1981, the authorization for the category "b" child was decreased to one-third of the original amount. Were it not for this change, the impact aid program would be currently authorized at $2,000,000,000.) **(Section 1)**

JUSTIFICATION FOR IMPACT AID

- The federal government has a financial obligation to school districts that serve children of military personnel. (All major studies by the U.S. Government have confirmed this obligation.) **(Section 2)**
- The quality of schools affects the quality of military life, and sub-standard schools damage morale. If local schools cannot provide good education for dependents, this will affect the morale of an all-voluntary service. (Former U.S. Air Force Secretary Verne Orr has said that the most critical problem of the Air Force is "retaining the right numbers of quality people to support mission requirements.")
- A federal installation produces both economic benefits and economic liabilities for the local area. While the economic benefits from the federal payroll and contracts awarded for goods and services are recognized and appreciated, there is an inadequate local tax base resulting from federal ownership of property, rights under Exclusive Jurisdiction, and the Soldiers' and Sailors' Relief Act. These losses must be offset by federal support to insure that adequate public education is made available to all who reside in the area. **(Section 3)**

WHAT IS THE PROBLEM?

- Impact aid is only authorized through FY '88.
- Appropriations have not kept pace with entitlements and therefore attempts to change the priorities within P.L. 81-874, currently based on need, are seen as a substitute for securing adequate funding.

- Financial support for impact aid is dwindling. The U.S. Congress appropriations for impact aid have not kept pace with increased program costs and as a result, entitlements have been prorated. **(Section 4)**
- Impact aid, a program for supporting basic education, is losing in competition with categorical and supplemental programs. **(Section 5)**
- Impact aid was designed for the education of military dependents, but as other groups (Indians, civil service, low-rent housing) have been added, funds for military children have eroded. **(Section 6)**
- Schools serving military dependents have experienced greater financial hardships than any other group included in the impact aid program. **(Section 7)**

FAILURE TO SOLVE THE PROBLEM

- Probable ill effects if the problem is not solved:
  - ... The education of military dependents may be disrupted by school closings, tuition charges, de-annexation, court litigation, etc. as districts try to recoup losses.
  - ... The quality of schooling for military children will decline.
  - ... Tension and negative relations between the military and civilian population within the community may result.
  - ... The morale of military personnel, both in the home and in the workplace, will be undermined.
  - ... With recruiting at a very sensitive stage at present, if there is a perception that quality education for military children is declining, the military will have a difficult time recruiting and retaining personnel.

WHAT IS THE SOLUTION?

- The U.S. Congress should reauthorize P.L. 81-874 for FY '89 and beyond.
- The U.S. Congress should increase financial support to attain full funding for the entire impact aid program.
- The U.S. Congress should enact technical amendments to clarify sections of P.L. 81-874.

Section 1

P.L. 81—874 Statistics & History

1986 PL 874 Statistics

. . 2,604 school districts receive funding under the impact aid program

. . of those 2,604 school districts, 1,334 serve military dependents.

. . . 550,321 military children are served under the impact aid program today (that's 27% of the total students served under the program). Other recipients include:

Indians	101,801 students	5% of students served
Low Rent Housing	731,720 students	36% of students served
Civilians	647,042 students	32% of students served

(***the original law was established in 1951 to provide support for the basic education of military children)

Definition of terms used:

3(a) student is a student whose parent both lives and works on federal property.

3(b) student is a student whose parent works on federal property but does not live on federal property.

Historical Development of Impact Aid For Public Schools
(Source: Much of the material comes from the Report of the Presidential Commission on Impact Aid)

September, 1986

1. Historically, states and local subdivisions have placed upon the owners of property an obligation for the support of public schools. States vary greatly in the degree to which they support, through state aid, the cost of public education. But it is universal that the great majority of those funds for public education which are raised from local sources come from a tax on property. Thus, all of the rhetoric on the economic benefit to a school district of having a large federal payroll in a community is entirely meaningless unless the federal presence does, in fact, increase the amount of taxable property per each child to be educated by the public school. "Wealth" of a school district is measured almost totally by the amount of taxable property per pupil enrolled; not by sales in the community nor by the income of the residents.

   For most highly impacted districts, the presence of a federal activity not only removes property from the tax rolls but most often this reduced tax base is accompanied by an increase in the number of children attending the public schools.

2. The above arguments cannot be refuted. They are basic facts and have remained unchanged since public education became the primary route to literacy in the United States. The only variable is the increasing amount of state support for public schools which now averages about 50% of the cost on a national basis, but varies from a low of about 7% in New Hampshire to a high of 85% in Hawaii.

1821

The Congress enacted into law a system of public schools for military dependents which were commonly known as post schools. This system remained in effect, with only minor changes, for the next 100 years. Costs were borne by the military.

1841

The Supreme Court of Massachusetts ruled that state and local governments were not responsible for educating children living on reservations under the sole jurisdiction of the federal government.

1922

Following World War I, direct appropriations for miltary schools were discontinued and not renewed until the defense build-up in 1941. Exceptions were for West Point and several Navy financed schools. During this period there was a general resistance on the part of local and state governments to absorbing the costs for education of dependents of those in the military services.

1931

The National Advisory Committee on Education made two major recommendations.

(1) Establish a Department of Education with a Secretary holding Cabinet status, and

(2) The federal government assume direct responsibility for education of children living on federal reserve areas, districts, or reservations, providing educational facilities at approximately the standards maintained by the states.

During the 1930's, Federal Agencies, including the Tennessee Valley Authority, Veterans Administration, Army Corps of Engineers, Departments of Commerce, Interior and Justice, provided directly, or indirectly, for the education of their employees' dependents.

1937

By 1937, approximately 21,000 children were reported as associated with 620 reservations in all 48 states. On the list were Army posts and Naval stations, making up then as now, about 70% of the severe impaction. Others were reclamation projects, light houses, paving projects, national parks, prisons and fish hatcheries.

President Roosevelt appointed an Advisory Committee on Education which made four recommendations:

1. Congress should establish a policy and appropriate sufficient funds to insure dependents of federal employees residing on federal property an education comparable to that provided in the state.

2. A lump sum appropriation should be made to the Office of Education who should administer the funds.

3. Public policy should be that dependents be provided public education even if extensive use of transportation were required. Only in exceptional cases would the federal agency operate its own schools.

4. The Office of Education should develop necessary regulations for administration of the program but it should consult with various agencies involved.

1940

The Lanham Act, passed on October 14, 1940, provided for construction of "war housing" in overcrowded defense areas. Payments in-lieu-of taxes were provided for local subdivisions of government.

During the years 1941-1946, Lanham Act funds provided approximately

10% to 15% of the cost of operation of schools located near approximately 400 federal projects.

1943

Passage of the Soldiers and Sailors Relief Act which restricted the taxation of personal property and income of those in the uniformed services to the state in which the individual maintained his/her legal residence reduced the taxing authority of local and state agencies.

1947-1950

The Congress annually appropriated funds for various kinds of assistance to schools impacted by federal agencies. By the late 1940's, at least ten different agencies had been given authority to provide financial support to local school districts for education of dependents of the agencies' employees. Major participants were the military, Atomic Energy Commission, Public Housing Authority, and Department of Interior.

Recognizing the inefficiencies and lack of consistent policies with respect to the education of dependents of federal employees, the Congress in 1947 considered several bills which would recongnize the federal burden caused by federal ownership of land and the influx of federally connected pupils as a result of the federal activity, none of which were enacted at that time.

1950

The so-called impact aid law, PL 874, was passed by the Congress as a device whereby the federal landowner could support public education.

The law contains three basic factors:

1. The number of federally connected children divided into two major divisions:

   (a) Those children whose parent(s) live on and work on federal property (the so-called "A" pupils), and
   (b) those children whose parent(s) live on or work on federal property, but not both (the so-called "B" pupils).

2. The local contribution rate. This was the payment rate for an "A" pupil and was originally designed to be the number of dollars raised locally per pupil in non-impacted comparable districts. For "B" pupils, the "A" rate was divided by two. Multiplication of the applicable rate by the number of federally connected pupils developed an amount of payment which was designed to insure that the federal government was restoring the applicant district to a tax position equal to that of its non-impacted neighbors.

3. Eligibility. Originally, a minimum of ten pupils or a 3% impaction was required for eligibility. For large districts of 35,000 enrollment or greater, a six percent

impaction was required and only the excess above 3% was paid for.

Definitions

Indians were excluded from the definition of federally connected children since they were funded through the Bureau of Indian Affairs. Federally owned property used for local purposes (such as a post office) was excluded from the formula. Calculations of the payment was relatively simple for those meeting the eligibility requirement:

(1) Count "A" and "B" pupils.
(2) Determine local contribution rate (LCR) for comparable districts.
(3) Multiply number of "A" pupils by LCR.
(4) Multiply number of "B" pupils by one-half of LCR.
(5) Add amounts in (3) and (4) together to obtain a total entitlement.
(6) If Congress appropriated sufficient funds to fund all applications, the total entitlement was paid.

The simplicity of the calculations insured that impact aid incurred the least administrative overhead of any of the several educational programs.

Major Sections of the Law

Section II - This section provides for an in-lieu-of tax whenever the applicant school district has lost 10% of its valuation through federal acquisition after the year 1938.

Section III - This section develops payment formulae for "A" and "B" pupils and contains the budget balancing section 3(d)(2)(B) for districts which are at least 50% impacted.

Section VI - This section provides for the military to operate schools directly or to contract with local public schools to provide educational services in those cases where suitable educational services cannot be provided under normal circumstances. Current Section VI participants predate 1955. Office of Education policy has been to reject all new Section 6 applications.

Program Extension 1950-1974

Despite the opposition to impact aid by every administration, Congress, during the first twenty-five years of the program, continued to broaden the coverage and to lower elibibility requirements.

(a) Qualifying percentages were reduced until any district regardless of percent of impaction could qualify if it enrolled at least 400 federally connected pupils. The six percent requirement and the absorption factor were eliminated. As a result, virtually every large city became a major recipient of impact aid.

(b) Definitions of qualifying federal property were broadened to include practically all federally owned property and low-rent housing.

(c) Indians, who prior to 1958 were provided for through the Bureau of Indian Affairs and the Johnson-O-Malley Act, were brought into the program as "A" children and public schools were established for them.

(d) In 1953, a minimum LCR was established. The payment rate for an "A" child could not fall below one-half of the state or national average cost per pupil, whichever was greater. For "B" children the minimum rate was one-half that of an "A" pupil. In high state aid states, use of minimum rates could provide one-half of cost from PL 874 and more than one-half from state and local sources. Thus, in theory, an excess of payments over costs could be developed, allowing the local district to lower its local tax rate. In order to compensate the state in fully equalized states, the state was allowed to reduce its state payments to impacted districts. Thus, in effect, the federal PL 874 payment was diverted to the state. The net result was that impact aid has become of lesser importance to local school districts in the high state aid states since their funding was guaranteed by the state.

Appropriations for the years 1950-1970

Prior to year 1969, appropriations were sufficient to fund virtually all of the entitlements in each of the years.

Appropriations 1970-1973

As a result of the severe prorations in the appropriation for 1969, special consideration was given in the appropriations for the most severely impacted districts. Districts with a 25% impaction of "A" pupils were provided 100% funding for "A" pupils. Other "A" pupils and all "B" pupils were ratably reduced. Ultimately, districts with a 25% impaction of "A" pupils came to be known as Super A districts.

Subsequently, the appropriations stabilized for other "A" pupils at 90% of entitlement but continued to reduce "B" funding to make up for the additional entitlements generated by the broadened authorizations.

The 1974 Amendment

By 1974, the appropriation process had departed so far from the authorization language that a new law was written which legalized the priority of funding for Super A districts and a section requiring funding through a complex Tier system was added to the law. Funding stabilized at Tier II levels for several years following the 1974 amendments.

The 1978 Amendment

The next major change in authorization occurred in 1978:

(a) The percentage requirement for Super A districts was lowered to 20%.
(b) Military "B" pupils in Super A districts were to obtain 100% of entitlement along with the "A" pupils when funded through Tier II.
(c) Payment rates for Indians were increased by 25%.
(d) Low-rent housing authorization was increased.
(e) The little used Section 3(d)(2)(B) was revised to direct budget balancing in a district which was at least 50% impacted. Prior to this time a 50% impaction of "A" pupils was required. Funding through 1980 remained fairly stable at near $700 million.

1981 Reconciliation Act

Three major items were a part of the new authorization for impact aid:

(1) A maximum of $455 million was authorized for impact aid. This compared with a previous authorization of approximately $1.25 billion and an appropriation for 1981 of approximately $700 million.
(2) Entitlements for "B" children were to be phased-out as follows:
  (a) Two-thirds of entitlement paid in 1982:
  (b) One-third in 1983:
  (c) Zero in 1984.
(3) A recission of 5% was applied to 1981 funding after the school year was completed.
(4) Section 6 funding was transferred to the Department of Defense.

1983 Extension of the "B" authorization

The defense authorization bill was used as the vehicle to extend the 3(b) authorization for one more year and to extend the priority for Section 2, Section 3(d)(2)(B) and military "B's".

1984 Reauthorization of PL 874

After many delays, the Congress finally passed and the President signed HR11 which reauthorized impact aid for four more years. B's were extended at the one-third level. Authorized levels are:

1985	$740 million
1986	760 million
1987	780 million
1988	800 million

Two amendments were made to Section 3(d)(2)(B):

(1) The mandate that this section be fully funded was written into the law. For the past several years, this provision had been added annually in the appropriation language.

(2) It was also mandated that districts coterminous with military bases, not qualifying under Section 3(d)(2)(B), receive "100%" of the amounts to which such agency is entitled under subsection (a) of this section."

Section 2
Impact Aid Studies

IMPACT AID STUDIES

1. 1965- The Stanford Research Institute Report confirmed the equity of impact aid payments to school districts which serve federally-impacted students. Particular concern was given to the minimum rate options under the local contribution rates, and the study recommended that they be discontinued. It also found that 45% of local school revenue was derived from non-residential property, a source not available to highly impacted districts. The revenue burden was found to be especially significant where large areas of a school district have been taken for federal purposes.

2. December 22, 1969 - Report of the Battelle Memorial Institute Among the conclusions: 1) the federal government should continue to provide a program of school assistance in federally-affected areas, 2) the basic features of the program are sound, 3) the current program makes underpayments in a few districts, overpayments in others, 4) a formula that perfectly reflects the economic burden on local school districts cannot be devised, but a formula can be devised to more closely correspond to the net burden on the local schools, 5) payments should be based on the local tax effort, 6) special ground rules should be established for heavily impacted districts.

3. March, 1978 - The Education Planning Staff Study of the Department of Health, Education and Welfare concluded that Section 3(a) students constitute a burden on local school districts, but did not reach a concensus on payments for 3(b) students. The report expressed concern that state legislatures were not financing equalization measures for federally-connected students.

4. September 1, 1981 - The Impact Aid Commission Report, authorized by the Education Amendments of 1978, concluded that "there is an obligation on the part of the Federal Government to mitigate the adverse effects of Federal activities on local educational agencies." The Report recommended: 1) funding the program at full authorization level, 2) expanding the program to include undocumented aliens 3) distributing funds first to heavily impacted districts when appropriations are insufficient to fully fund the program, and 4) making changes in the payment rate for program entitlements. (Attached is the Commission's letter to President Carter.)

5. April, 1983 - The Library of Congress, Congressional Research Service Study on Impact Aid, reported: "After a period of 30 years, the general concensus appears to be that the impact of the Federal presence continues to impose an additional financial burden on local school districts, but that the burden varies depending upon the child's residence and the employment status of the parent. Justifications appear to be ample for continuing P.L. 81-874 and maintaining funding for children whose parents live and work on Federal property, for children who reside on Indian lands and attend public schools, and for children of uniformed military personnel who do not reside on Federal property."

Commission
on the Review of the
Federal Impact Aid Program

12

1832 M Street, N.W. - Suite 837
Washington, D.C. 20036

A REPORT ON THE
ADMINISTRATION AND OPERATION OF
TITLE I OF PUBLIC LAW 874,
EIGHTY-FIRST CONGRESS

BY THE

COMMISSION ON THE REVIEW

OF THE

FEDERAL IMPACT AID PROGRAM

Submitted
to the
PRESIDENT
and
to the
CONGRESS

September 1, 1981

Commission
on the Review of the
Federal Impact Aid Program

1832 M Street, N.W. - Suite 837
Washington, D.C. 20036

September 1, 1981

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

We submit the report of the Commission on the Review of the Federal Impact Aid Program with our recommendations for changes in the Impact Aid Program as required by section 1015 of Public Law 95-561.

Our recommendations reflect the views of a majority of the members of the Commission. Two Commissioners have submitted separate views which are included in this report.

We believe that our recommendations, if adopted, would strengthen and simplify the Impact Aid Program and make the program more nearly equitable in achieving its intended purposes.

The Impact Aid Program was originally authorised as a means of mitigating the adverse effects of Federal activities on the financial ability of local educational agencies to carry out their functions--to compensate them for the burden placed upon them by Federal immunity from State and local taxation and by educating federally-connected children.

The program was designed to operate and does operate under the laws of the States regarding the financing and governance of local educational agencies. The program carries with it no Federal education policy. It is intended to preserve local control over education by compensating them for local revenues.

In opposition to the program, the following contentions were advanced:

(1) the Impact Aid Program overpays local educational agencies, in that entitlements are greater than the financial burden placed upon them by Federal activities;

(2) in most instances the economic benefits of Federal activities to localities compensate for the burden placed upon them by those activities; and

(3) if those benefits are not available to local educational agencies, it is the result of ineffective State and local educational financing systems.

The Congress did not place the question of the adequacy of school finance laws within the scope of our mandate.

Regarding the contentions that the entitlements overcompensate for Federal burden and the economic benefits from Federal activities, the Commission conducted hearings and research to determine their validity. The original premises upon which the program was based were examined:

(1) that Federal immunity from State and local taxation deprives local educational agencies of necessary revenues;

(2) that, under the laws of the States, the owners and users of real property have an obligation to support public education; and

(3) that the Federal Government should assist local educational agencies in providing education for federally-connected children.

The law regarding Federal immunity from State and local taxation, under the Supremacy Clause of the Constitution, has been reviewed and, even though finer distinctions have been drawn, allowing more taxation of private interests in Federal property, the doctrine of immunity still stands and deprives local educational agencies of revenues. A factor in limiting the broad coverage of that doctrine has been a recognition, on the part of the courts, that Federal immunity must be balanced against the need of local governments for revenues. Even though there is a considerable body of opinion that such balancing should be carried out through the political branches of the Government, the Supreme Court has recently decided that there is a limit on the power of the Federal Government when the federal system of government is threatened by the exercise of otherwise valid powers of the National Government. When that limit has been exceeded and the Congress has not protected the interests of the States and their subdivisions, the courts have imposed the limitation. The Impact Aid Program is one means by which the Congress may protect the States and their subdivisions from the otherwise valid exercise of power by the Federal Government.

There have been significant changes in State laws regarding school finance, with a trend toward a greater share of the cost of education and less reliance upon real property taxes for the support of education. These changes, however, have not been so substantial as to change greatly the patterns in school finance into which Impact Aid was designed to fit or as to merit substantial alteration of the program as it relates to the financing of public schools.

The Federal Government has a long-standing interest in the education of federally-connected children and has, over the years, recognized an obligation for their education. On the basis of that interest and obligation, the Federal Government should assist local governments which provide education for those children, in that the cost of their education constitutes a burden on those local educational agencies.

There is no evidence to support the contention that there are net fiscal benefits to local educational agencies arising from Federal activities. On the contrary, in the case studies conducted by the Commission, the net fiscal burden is generally commensurate with the amounts to which the local educational agencies studied are entitled under section 3 of Public Law 874.

From this evidence the Commission has concluded that under the federal system of government, there is an obligation on the part of the Federal Government to mitigate the adverse effects of Federal activities on local educational agencies and that, even though other means of doing so may be possible, a program similar to that authorized by Public Law 874 is necessary.

In these troubled times when drastic changes are being made in Federal policy, too often those making that policy lose sight of the basic obligation of the Government to the people and act without knowing the consequences of their actions. We hope that this report will give them sufficient information to act wisely with respect to the Impact Aid Program.

Yours respectfully,

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IDENTICAL LETTERS TO:

THE PRESIDENT OF THE SENATE

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES

Section 3

Impact Aid: A Necessity for Federally Impacted School Districts

IMPACT AID: A NECESSITY FOR FEDERALLY IMPACTED SCHOOL DISTRICTS

The "Declaration of Policy" contained in Public Law 874 very adequately states the need for impact aid.

> §In recognition of the responsibility of the United States for the impact which certain Federal activities have on the local educational agencies in the areas in which such activities are carried on, the Congress hereby declares it to be the policy of the United States to provide financial assistance for those local educational agencies upon which the United States has placed financial burdens by reason for the fact that--
>
> (1) the revenues available to such agencies from local sources have been reduced as the result of the acquisition of real property by the United States; or
>
> (2) such agencies provide education for children residing on Federal property; or
>
> (3) such agencies provide education for children whose parents are employed on Federal property; or
>
> (4) there has been a sudden and substantial increase in school attendance as the result of Federal activities.

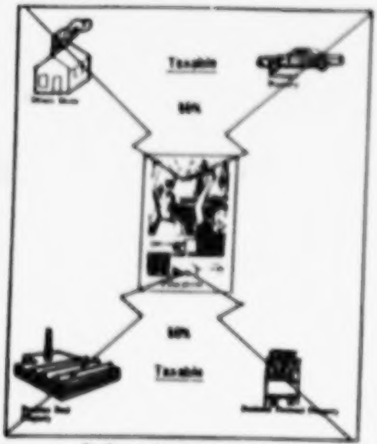
*Note that impact aid is intended to match local effort or in other words, it is an in-lieu-of tax payment.

In a typical community, school taxes come from two sources: the taxation on the property of private individuals (homes, automobiles, boats, mobilehomes, and other personal property) and the taxation of real or personal property used for business purposes. Studies have indicated that normally half of the taxes come from private property and half from business property. Figure I graphically illustrates this principle.

The U.S. government recognizes that schools cannot tax land, equipment, and buildings located on a military base as they typically tax businesses, factories, and farms. Schools also cannot tax military housing or even personal autos, if military personnel choose to register their cars in their home states. Therefore, a public school which serves only military students must replace all local sources of taxes by federal in-lieu-of tax payments.

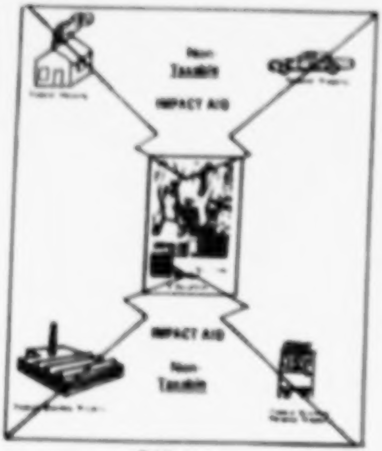
A student whose parent both lives and works on the Federally-owned property is commonly referred to as a 3(a) student. For a 3(a) student, the intent of impact aid is to totally match the local tax effort. This principle is illustrated in Figure II.

FIGURE I



Tax Support for a Typical School
(50% private property; 50% business property)

FIGURE II



3(a) Student
Student whose parent both works and lives on Federal property

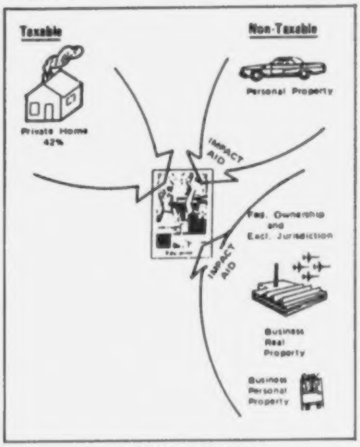
The most difficult impact aid payment to understand is the payment for students whose parents work on Federally owned property but do not live on the Federal property. This type of student is referred to as a 3(b) student. There are two types of 3(b) students--one whose parent is in the military and one whose parent is a "civilian". The financial impact of each type of student on the local school district is different.

On a military 3(b) student, the local school district still receives the tax on the home where the parent and student live. The taxes on personal property, such as automobiles, boats, and mobilehomes, are paid in their home state as allowed under the Soldiers' and Sailors' Civil Relief Act. The school district cannot tax the military base where the parent works. Neither can the school district tax property belonging to private industry but located on the base if the military has exercised the right of exclusive jurisdiction. Therefore, the impact aid payment for 3(b) students is intended to match the taxes lost as a result of the Federal ownership of property, exclusive jurisdiction, and the Soldiers' and Sailors' Civil

Relief Act. Figure III illustrates the intended sources of support for a military student whose parent lives off the Federal installation--military 3(b) student. Prior to fiscal year 1982, the payment rate for the military 3(b) student was equal to fifty percent of the 3(a) student rate based on the fact that normally half of the local support of a school district comes from taxes paid by the individual and half comes from the place where the individual works (taxes paid by business). Since 1982, the payment rate for military 3(b) students has been reduced to one-sixth (16.6%) of the 3(a) rate. The reduction cannot be justified based on financial considerations.

The only difference between a military 3(b) student and a civilian 3(b) student is that the personal property (automobiles, boats, mobilehomes, etc.) is taxed by the local school district. Prior to fiscal year 1982, the rate of reimbursement on a civilian 3(b) student was equal to forty-five percent of the 3(a) rate-taking into account the taxing of the personal property. Since 1982, the reimbursement rate has been fifteen percent of the 3(a) rate. Figure IV illustrates the source of support for a civilian 3(b) student.

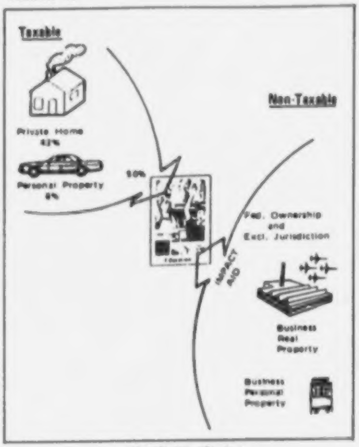
FIGURE III



3(b) Military Student

Military dependent whose parent does not live on Federal property.

FIGURE IV



3(b) Civilian Student

Student whose parent is civilian and works on Federal property, but does not live on Federal property.

There is a definite economic benefit to a community or state that has a military installation. For example, the economic impact of Offutt Air Force Base, Bellevue, Nebraska was tabulated for FY 1986 to be as follows:

> "Offutt AFB has a significant economic impact on Sarpy and Douglas Counties in Nebraska and some impact on other nearby communities. Most of this economic influence is in the portion of salaries earned by military members and civilian employees spent in the local area.
>
> Funds spent by Offutt AFB, and its assigned personnel, have rippling effects on the economy of the surrounding community. The dollars a local business or professional person receives from base resources are usually spent, or invested, by the recipient on the local economy. This multiplier effect is the reason the economic influence of Offutt AFB is much greater than its direct expenditures."

Computation Of Total Economic Impact

(All computation methods and adjustment factors were provided by Hq USAF.)

Variable	Entry Amount	Adjusting Factors	Adjusted Amount	Category Total
PAYROLL				
Military On-Base	$ 75,220,653	.72 & .30	$ 16,247,661	
Military Off-Base	295,507,058	.72 & .50	106,382,541	
Civil Service	50,861,600	.893 & .55	24,980,675	
NAF and AAFES	6,773,650	.50	3,725,508	$151,336,385
PROCUREMENTS				
Services	8,813,000	.524 & .55	2,539,907	
Services	8,813,000	.183	1,612,779	
All Other	38,644,416	none	38,644,416	42,797,102
CONSTRUCTION				
Proj. in Progress	98,388,800	.384 & .55	20,779,715	
Proj. in Progress	98,388,800	.60	59,033,280	79,812,995
EDUCATION	7,500,158	none		7,500,158
HEALTH	6,160,801	none		6,160,801
TEMPORARY DUTY	607,725	none		607,725
Total Local Base Expenditures				$288,215,166
Application of Gross Income Multiplier (GIM)				3.1644
Economic Impact Before Military Retiree Pay				912,028,071
MILITARY RETIRED PAY	74,472,000	.55	40,959,600	
Application of GIM			3.1644	129,612,558
TOTAL ECONOMIC IMPACT				$1,041,640,629

(Source: Offutt AFB "Economic Resource Impact Statement" September 30, 1986)

A similar economic impact would occur if Offutt Air Force Base were a privately-owned industry or business, only the impact would be even greater. Local or state taxes may not be levied on property owned by the Federal government. Offutt is under exclusive jurisdiction; therefore, local and state taxes may not be levied on privately owned business property located on the base. Furthermore, the personal property of military personnel is exempt from taxation by the Soldiers' and Sailors' Relief Act.

Most school districts heavily impacted by a military installation are similarly restricted from taxing property, sales, or income. Therefore, most would have a similar relative position of taxable wealth when compared to other districts in the same state as exists in the Bellevue School District.

Bellevue Public Schools as compared to Nebraska

1. Taxable Property per pupil - 1985-86

Nebraska Average	$167,809
Bellevue School District	$ 71,645

It is obvious the property removed from the tax roles by an agreement between the state of Nebraska and the Federal government has an adverse affect on the Bellevue School District's property tax base.

2. Per Capita Nebraska Income Tax - 1983

Nebraska Average	$193
Sarpy County Average	$107

Offutt Air Force Base is located in Sarpy County. The above table illustrates the affect of the Soldiers' and Sailors' Relief Act which allows military personnel to file their income tax in their home state.

3. Per Capita Sales Tax - 1984

Nebraska Average	$188
Sarpy County Average	$ 77

It appears that the great number of businesses (commissaries, base exchanges, etc.) on Federal property have an adverse affect on the sales tax generated in Sarpy County. Also the Bellevue School District has no authority to tax sales locally. The state sales tax is transferred into state aid to education in Nebraska.

The presence of a Federal installation provides a positive economic impact to that local area and the state. There is, however, a definite need for impact aid to that local school district to offset the obligation to educate the children of military personnel assigned to the Federal installation.

4. Licensed vehicles for 1985

Sarpy County residents	49,836 vehicles
Sarpy County nonresidents	12,103 vehicles
Licensed in other states (est.)	12,000 vehicles

Estimated taxes lost by the Bellevue School District:
24,103 vehicles @ $100 per vehicle = $2,410,300

The vehicles licensed in other states assumes there are 2 vehicles for each family assigned to Offutt AFB. Therefore, 24,103 vehicles must be owned by Offutt AFB military personnel.

5. Impact aid is intended to be an in-lieu-of tax payment necessary because Federally-owned property cannot be taxed by the local school district. The following values were determined by Offutt Air Force Base Officials based on actual cost.

Value of Property On Offutt

Capital Assets at cost	$ 259,230,000*
Equipment W/O Weapons Systems	274,053,885
Inventories	37,172,967
Total Value W/O Weapons Systems	$ 570,456,852
Weapons Systems	1,402,400,000
Total Value	$1,972,856,852

*Note: Replacement cost is estimated to be $1,434,965,000.

The Bellevue School District has a property tax rate of $1.535 per $100 of valuation. If the Bellevue School District could tax Federally-owned property, the property excluding the weapon system would generate $8,756,513 in property taxes. With the weapon system included $30,283,353 in property taxes would be generated. Payments to the Bellevue School District from impact aid have been between six million and seven million dollars.

Section 4
Proration of P.L. 81—874

Proration of Public Law 874
Does not apply to low rent housing and 3(d)(2)(B)

Fiscal Year	3(a)	3(b)
1951	96%	96%
1952	100%	100%
1953	100%	100%
1954	100%	100%
1955	99.5%	99.5%
1956	100%	100%
1957	100%	100%
1958	100%	100%
1959	100%	100%
1960	100%	100%
1961	100%	100%
1962	100%	100%
1963	100%	100%
1964	100%	100%
1965	100%	100%
1966	100%	100%
1967	98.7%	98.7%
1968	98.0%	98.0%
1969	91.7%	91.7%
1970	84.5%	84.5%
1971	90% and 100%**	74.5%
1972	90% and 100%**	73.0%
1973	90% and 100%**	68.0%
1974	90% and 100%**	68.0%
1975	90% and 100%**	70.0%
1976	88.1% to 100%**	55.8% to 62.4%
1977	88.0% to 100%**	53.0% to 60%
1978	88.0% to 100%**	53.0% to 60%
1979	88.0% to 100%**	45.8% to 51.9%
1980	88.0% to 100%**	25% to 73.75%
1981	83.6% to 95%**	19.8% to 59.3%
1982	86.4% of 1981 payment	26% or 72%***
1983*	90% or 95% of 1981 payment	payment cannot exceed 1982***
1984*	44.5% or 100%	9.5% or 50%
1985	48.5% or 100%	17% or 60%
1986 est.	51% or 100%	18% or 60%

* No payment if the prorated entitlement is less than $5,000.

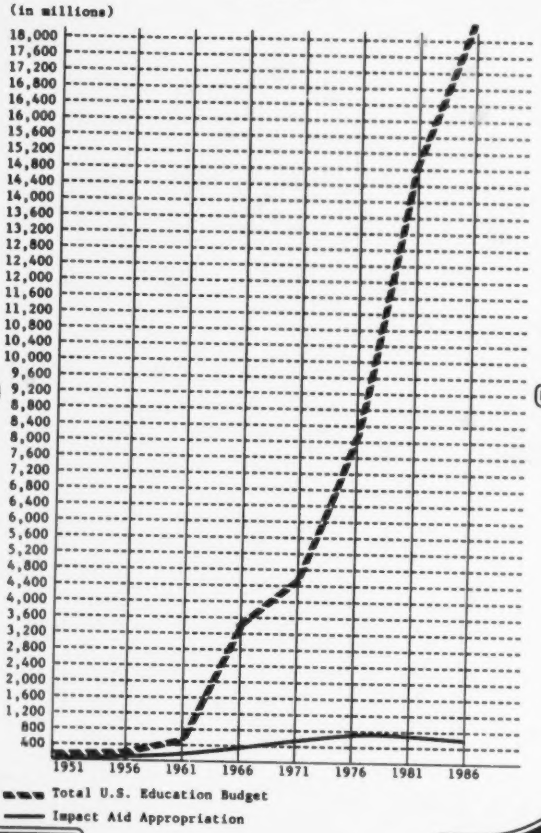
** Super "A" was districts 25% or more impacted with "A" students.

*** "B's" were reduced to 66 2/3% in 1982 and 33 1/3% in 1983.

Section 5

Appropriation for Impact Aid vs. U.S. Education Budget

**Appropriation for Impact Aid
Compared to U.S. Education Budget
1951-1987**



Section 6

Support for the Education of Military Students Reduced

Support For The Education of Military Students Has Been Reduced as Impact Aid Has Expanded

1951 - Impact aid legislation was implemented to furnish financial support for the education of **military children**.

1953 - Impact aid was expanded to include **civil service** personnel working on federally owned property.

1958 - Payments for **Indian students** were added to impact aid.

1951
1968 - Impact aid was **fully funded**, or it was the intent of Congress to fully fund impact aid.

1970 - School districts were informed that a supplemental appropriation for 1969 would not be passed by the Congress and the appropriation for 1970 would require entitlements to be **prorated at 84.5 percent**.

1976 - Payment for **low rent housing students** was authorized, requiring $77.6 million, and payments for military students **were prorated at 81.7 percent** of entitlement.

1978 - **Indian students** were authorized to **receive 125 percent** of their entitlement. Payments to military students were **prorated at 80.9 percent** of entitlement.

1982 - Payments authorized for federal students living off federal property were reduced by one-third.

1983 - Payments authorized for federal students living off federal property were reduced by **another** one-third.

1985 - Payments for military students were **prorated at 64.4 percent** of the **reduced entitlement**. The percent of proration would have been 46.8 percent if the authorization for students living off federal property had not been reduced in 1982 and 1983.

Summary of the Average Proration Of Military Student Entitlements

1966		100%
1967		98.7%
1968		98.0%
1970		84.5%
1976		81.7%
1978		80.9%
1985 -	Reduced authorization for 3(b) students	64.4%
	Based on 1981 authorization for 3(b) students	46.8%

Section 7

Impact Aid Shortfalls Produce Crisis in the Classroom

IMPACT AID SHORTFALLS PRODUCE CRISIS IN THE CLASSROOM

Why is it that schools serving military dependents are the ones faced with the decision of closing school when funds run out before the school year ends? Why is it that these same schools, which have been called "prisoners of the federal government", are forced to operate without the assurance that they will be funded with appropriations large enough to supply even the most basic education program to the students they serve?

The following are just a few of the examples of the crises faced in recent years by highly impacted school districts:

- In 1970, the Bellevue Public School District (Nebraska) closed its doors, terminated one-half of its staff, and cut school programs. Special legislation saved Bellevue and nine of the nations other most severly impacted districts from permanent closings.
- In 1973, the Douglas School District (South Dakota) closed in April due to lack of funds.
- In 1981, Fairfax County (Virginia) informed the Pentagon that it could no longer afford to give free schooling to military dependents. After a lawsuit, the district dropped plans to charge tuition to children on Fort Belvoir.
- In 1982, the York County Schools (Virginia) were desperate because of a cut in impact funds for its 5,000 military students.
- Also in 1982, the Pemberton (New Jersey) schools voted to bar children from nearby Fort Dix.
- In 1982, the Onslow County and Cumberland County (North Carolina) districts attempted to charge tuition, but their decision was overturned by the courts.
- In 1982, three counties in Virginia (York, Virginia Beach and Prince George) tried to bill DoD to collect money necessary to educate military dependents.
- In 1983, the Sierra Sands District (California) cut out all guidance and counseling, reduced programs offered in music and foreign languages, and fired teachers in an effort to live with decreased support via impact aid funds.
- In 1983, the Douglas Public School District (South Dakota) was near closing for lack of impact aid funds resulting from a Department of Education ruling on rates. The Douglas District proceeded to non-renew all staff due to uncertainty of funding.
- In 1983, the Hardin County District (Kentucky) went to the legislature to request that the state allow the district to increase the property tax levy to offset the loss of "B" funds--the same kind of loss that had forced Sierra Sands to cut programs. The state of Kentucky, like many other states, responded that financial assistance to impacted schools is a federal--not a state --obligation.
- In 1984, there were rumors that schools serving Fort Sam Houston, Lackland AFB, and Randolph AFB (Texas) would be forced to close before the end of the school year.
- In 1984-85, the Highland Falls School District (New York) experienced great turmoil over insufficient funds and was forced to form a Section 6 arrangement in order to operate a school.
- In 1986, the Douglas (South Dakota) and the Bellevue (Nebraska) districts, along with other Super A and 3(d)(2)(B) districts, were faced with extreme

cuts in funds as a result of the Gramm/Rudman/Hollings proration interpretation by the Department of Education.
- For 1987, the Douglas School District (South Dakota) was for a time in danger of closing school. Douglas serves Ellsworth AFB, new home of the B-1 bomber, and the catastrophe resulted from the Douglas District's failure to receive 100% of appropriation.

The simple truth is that school closing crises occur more often in school districts which serve military students. The attached articles document the problems listed above:

Publication	Date	Topic
Omaha World-Herald, Nebraska	1969-70	Bellevue School District Crisis
Congressional Quarterly	5-10-81	Tuition for Military Children
Air Force Times	3-15-82	Military Families Face School Crisis
Education Daily	8-27-82	Battle Brewing/Dependents' Schooling
Daily Press, Virginia	12-3-81	York County/School on Monday
Education Times	3-21-81	Sierra Sand School/Navy Weapons Center
Rapid City Journal, S.D.	6-9-83	Douglas/Emergency Aid
Ladycom	8-83	Battle Over Impact Aid
Education Times	3-21-83	Federal Impact Aid in Kentucky
Army Times	6-18-84	Cuts Could Close 3 Schools for Dependents

The school closings and other crises were caused by several factors: the expansion of the impact aid program to include more groups without appropriately funding the added groups, the competition of special interests for the funds appropriated for education programs, prorations of the funds for impact aid (a situation that has steadily worsened since 1970), and a misplacement of priorities on the part of the federal government. We believe that special and supplemental programs should not be funded until every child in America is guaranteed the right to a free basic education.

It should be noted that none of the "solutions" attempted by the various school districts really solved the problem of a shortfall of impact aid funds. None of the solutions benefitted the children or the community, and most were harmful. Neither tuition charges, nor school closings, nor de-annexation of districts, nor teacher termination, nor the elimination of programs makes education better. There is no local solution, only stop-gap measures to help districts survive. The only solution possible must come from the federal government.

Omaha World-Herald

3-17-70

Bellevue Puts Its Dukes Up On HEW Ban

By Larry Parrott

Bellevue school officials prepared Tuesday to challenge the United States Department of Health, Education and Welfare and go ahead with their tuition plan for some Air Force children.

Supt. Richard Triplett said the district was notified Tuesday by HEW that it can't charge tuition to service-connected families.

The notice came in a letter from Gerald Cherry, HEW's director of school assistance in federally affected areas, Dr. Triplett said.

"We're challenging HEW. We feel that we can charge tuition and we're proceeding with our plans," said Dr. Triplett.

Rejected Again

He said Cherry also advised him that HEW has rejected another attempt by Bellevue to get more federal impact aid.

[illegible]

No Other Way

[illegible]

Bellevue Lid Put on Budget For Schools

By James Bennett

[illegible]

[illegible]

Administration Standing Firm:

Schools Threaten to Charge Tuition for Military Children If Congress Cuts Impact Aid

School districts faced with sharp cutbacks in federal aid to education have launched a counterattack aimed at the most conspicuous soft spot in the Reagan budget: the Department of Defense.

In an attempt to save the "impact aid" program, which compensates school districts for educating children whose parents live or work on untaxed federal property, schools in at least four states are threatening to charge tuition for teaching children from military families, or to deny them access to public schools.

Depending on the outcome of impact aid confrontations brewing in Virginia, North Carolina, New York and Nebraska, several other states are ready to join the assault, said James Maza, director of the National Association of Federally Impacted Schools.

The association, which operates as the Washington lobbying office for about 1,000 impacted districts, has been rallying schools behind the tuition idea, warning administrators that the traditional, direct lobbying methods that have always worked well for them stand little chance against President Reagan's budget blockade.

"This is the only way the local districts can force this issue," Maza said.

Administrators in impacted districts said their intention is not to stick military families with whopping bills for public education, but to prod Congress into rescuing the entire $650 million impact aid program.

A somewhat more realistic hope, they conceded, is that a portion of the impact aid program will survive in a different form, possibly by being shifted from the Department of Education to the military budget.

Then, said a Fairfax County, Va., school administrator, "no one would notice it."

Children as Hostages?

So far, the impact aid crusade has not persuaded the administration to back down.

Michael J. Horowitz, special counsel at the Office of Management and Budget (OMB), said the impacted districts are "using children as hostages" and insisted the administration "will not pay ransom."

Robert Gilliat, assistant general counsel at the Defense Department, said lawyers there are convinced the tuition proposals are unconstitutional.

Nonetheless, manpower officials in the Pentagon said they are worried that the tuition schemes could have a devastating effect on military morale at a time when the services are struggling to bolster recruitment.

To prevent military families from panicking when word spreads about the tuition proposals, the Defense Department has asked White House approval to pay tuition from the military budget "under protest" while it challenges any tuition attempts in court.

Defense Secretary Caspar W. Weinberger has requested that the president ask Congress for about $70 million in 1981 and $200 million in 1982, along with the necessary authorizing legislation, to pay tuition.

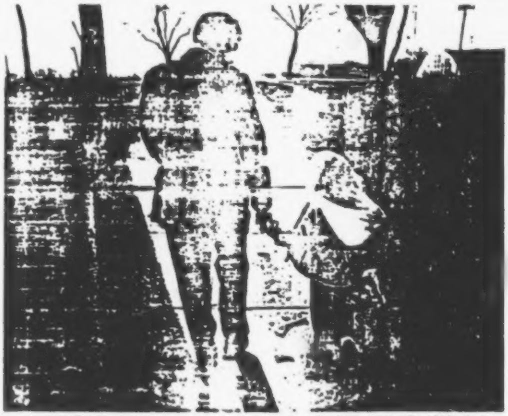
"It is not a proposal to pay the tuition meekly and acquiesce," Gilliat said. "It would be to assure the uninterrupted education of children while we fight the efforts to impose tuition."

OMB has resisted this proposal, however, fearing it would encourage other school districts to hop on the tuition bandwagon.

"I think the president's going to have to decide this one," said Horowitz.

In Congress, the House Armed

—By Bill Keller



Army enlisted man accompanies his daughter to school on post at Fort Belvoir, Va. School district threatens to charge tuition for military children if impact aid is cut.

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[illegible]

Services and Appropriations committees have staffers watching the tuition proposals, but the impact aid issue is not expected to come to a head until later in the summer.

Karen Heath, an Armed Services Committee aide, said members of Congress have begun to call the panel, responding to pleas from school districts and service personnel.

"The first thought that comes to everybody's mind is, 'Oh, yes, the military budget will pay for it,' " Heath said. But she cautioned against that assumption.

"Don't forget, the members are not that anxious to spend military money for something that's assumed to be a basic right of all American children," she said.

At the Appropriations Subcommittee on Labor, Health and Human Services and Education, which sets the annual spending level for impact aid, staff assistant Frederick Pfluger said members are waiting to see "how far the schools push it."

Cuts Proposed

The impact aid program, started in 1950 (PL 81-874), is distributing about $650 million this year to 3,900 school districts. *(Background, Congress and the Nation Vol. II, p. 714)*

About $400 million will pay districts for educating children whose parents live and work on federal property (Category A). The payments are supposed to equal the local share of the cost of educating the pupils.

Category B money, totaling about $250 million, compensates districts for educating children of parents who live in federal housing or who live on private property but work in a federal building. B payments equal about half the local cost of educating the pupils.

Reagan, following closely the recommendations of President Carter, has proposed to eliminate category B in fiscal 1982 and limit A payments to districts where 20 percent of all pupils live on federal posts. Only 329 districts would continue to get any impact aid under the proposal. *(Cuts by state, p. 929)*

Congress implicitly accepted these cuts when it passed a budget resolution setting spending targets for fiscal 1982. However, the authorizing and appropriating committees still have leeway to decide how the cuts will be distributed.

Reagan also proposed rescissions of about 10 percent in fiscal 1981 impact aid. The House accepted a 5 percent cutback in the supplemental appropriations bill it passed May 13. *(Weekly Report p. 844)*

Pros and Cons

Every president since Eisenhower has tried to cut impact aid, complaining that the program indiscriminately gives money to rich districts as well as needy ones.

The B payments are especially criticized, according to impact aid director William L. Stormer, because they provide some schools with an undeserved windfall. A wealthy suburb, for example, gets impact aid for federal employees who commute to government buildings in a nearby city, though the impact on property taxes actually hits the city's schools.

Critics of impact aid also contend that federal installations bring business to communities, which makes up for the lost tax base.

"That's hard to prove," Stormer conceded. But he noted that when the government threatens to close or move a federal office or Army base, members of Congress invariably protest that the local community would lose an economic boon.

Defenders of impact aid say the benefits of a federal presence are overrated. Military families, for instance, often shop at a commissary rather than patronizing local merchants. And federal employees sometimes keep their legal residences elsewhere, thus escaping state income taxes that pay a share of education costs.

Maza noted that the military pays for the education of dependents when families are stationed overseas, either through on-base schools or through tuition for schools off the base.

"I don't see why the government should be willing to compensate a school for the cost of educating children when the school is in Frankfurt, Germany, but not when it's in Fairfax County," he said.

Conservative Support

Impact aid is so popular that even fiscally conservative members of Congress routinely show up to testify on its behalf.

The 1980 hearings of the House Appropriations subcommittee drew 57 members of Congress as witnesses, including some ardent supporters of social spending cuts. Ten of those witnesses, for example, are now members of the House Conservative Democratic Forum, which provided Reagan his balance of power in the budget battle. [illegible] included two Republicans, Ste[illegible] Symms of Idaho and [illegible] of South Dakota, who [illegible] Senate seats last November as anti-spending conservatives.

"In other years, this is the one program that can unite conservative congressmen behind an education program," Maza said. "We can get the Gordon Humphreys to speak out for this program." Sen. Humphrey, a New Hampshire Republican known for his zealous disapproval of federal aid programs, also testified for impact aid at last year's hearings.

This year, however, many longtime impact aid supporters — not only in Congress but in the Department of Education — feel a stronger loyalty to the president's budget.

So school districts began looking for a more sensitive pressure point.

In Virginia, Fairfax County led the campaign for a state law, signed in March, authorizing school districts to charge tuition of families living on a military base whenever impact aid falls below 50 percent of the cost of educating the children.

Supporters of the law said they have an opinion from Virginia Attorney General J. Marshall Coleman [illegible]ing tuition is legal.

The Fairfax County School Board voted May 28 to inform the Pentagon it will no longer give free schooling to children from Fort Belvoir if Reagan's budget cuts go through.

Fairfax County gets $9 million in impact aid — about 2 percent of its school budget — much of it for military families connected with Fort Belvoir. It would lose everything under the Reagan proposal.

Fairfax financial officer John Hess estimated that tuition could range from $2,800 for an elementary pupil up to $10,000 for a student in the district's nationally touted intensive special education program.

"I wouldn't be surprised if the parents of those 1,500 [Fort Belvoir] kids were writing to their representatives," Hess added. He pointed out that military families maintain voting residences "all over the country."

North Carolina's Legislature is working on a law similar to Virginia's.

Charles Davis, director of federal programs for the Fayetteville, N.C., City Schools, near Fort Bragg, said the Reagan budget would wipe out a[illegible] 9 percent of the district's budge[illegible] the state law passes in the form expected, Davis said, his district may charge tuition of about $700 per child.

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Air Force Times March 15, 1982

Military Families May Face School Crises

By PAUL SMITH
Times Staff Writer

WASHINGTON — In coming months, military families may see public school closings, lockouts of on-base children, tuition charges and cuts in services as financially strapped school districts attempt to cope with existing and proposed cuts in impact aid payments. First casualties may be students at schools near McGuire AFB, N.J.

On March 4, the government's lawsuit against the Fairfax County, Va., School District was dismissed after the county dropped a plan to charge tuition to children who live on Fort Belvoir but who attend public schools. (See [illegible] column this issue.)

That solved an existing crisis, but observers say the Fairfax suit was just the opening skirmish in a guerrilla war caused by cuts in impact aid.

Jim Moss, an official of the Association of Federally Impacted Schools, told *Air Force Times* that many school districts serving military bases face catastrophic financial problems because of proposed Reagan administration cuts in impact aid.

Impact aid is given to school districts for educating the children of federal workers, public housing residents and American Indians.

For military families, impact aid falls into two categories — "A" payments for children who live on-base and whose parents do not pay local property taxes and "B" payments for children whose parents live off base and pay taxes, or rent from taxpayers.

The administration has proposed cutting out "B" payments completely for FY '83 and reducing "A" payments to [illegible] percent of the amount Congress has authorized for FY '82. The FY '82 level is only [illegible] percent of the FY '81 level.

Moss said the cuts will hurt small rural schools worst. Some districts, unwilling to take out their losses on military children, will cut services to all students or close their doors when the money [illegible]. Others will exclude on-base dependents from classes or charge them tuition, he said.

"In the classic sense, this will be a guerrilla campaign where district by district (administrators) shoot at what's exposed. And, unfortunately, it's the military-connected student that's exposed," Moss said.

In reaction to the tuition plans in Fairfax and York Counties in Virginia, the Justice Department filed suit to stop collections and the Defense Department issued statements that no military families would pay tuition.

In testimony before the Senate Armed Services Manpower and Personnel Subcommittee, Deputy Assistant Defense Secretary for Military Personnel and Force Management Army Lt. Gen. R. Dean Tice said, "The Secretary of Defense remains determined that no military personnel should be forced to pay tuition fees — which may run from $[illegible] to $[illegible] per child per year — to send their dependents to public school."

The first military families to feel the results of cuts in impact aid could be those stationed at McGuire AFB, N.J.

Joseph McDonald, the school board secretary for North Hanover Township school district, which serves McGuire, said FY '83 impact aid cuts probably will force the district to charge tuition to military dependents starting April 1.

That district will end the school year with a deficit of $[illegible] to $[illegible], McDonald said, but state law requires him to have a balanced budget. Charging tuition is the only reasonable way to end the year with a balanced budget, he said.

North Hanover schools have a total enrollment of [illegible] elementary school pupils, [illegible] of them military dependents, McDonald said. Three of the district's four schools are located on-base and there is another on-base school that is not in use.

Because the district is so small, laying off staff members or cutting support services will not yield a large enough saving to eliminate the deficit, he said; tuition charges are the only solution.

McDonald said the school board has not yet decided how high tuition charges should be.

In an informal survey of severely affected school districts, *Air Force Times* found plans that would affect the education of thousands of military children.

• The Douglas Schools of Rapid City, S.D., may be forced to close sometime during the 1982-83 school year, said Superintendent Donald Mueller. The Douglas schools educate about [illegible] children whose parents live on Ellsworth AFB. They receive [illegible] percent of their operating funds in impact aid through a special program that the Reagan FY '83 budget would wipe out, Mueller said.

• The Bellevue, Neb., public schools probably will be forced to [illegible] during the coming school year, school board [illegible] Wayne Posson said. The schools, which serve Offutt AFB, were forced to close in 1971 because of similar problems, he said.

• The Gwinn, Mich., Area Community School System teaches [illegible] students from Sawyer AFB — nearly [illegible] percent of their student body. Superintendent [illegible] said cuts in impact aid coupled with cuts in state aid would wipe out a $1.4 million surplus he had put aside and force the schools to close by December, 1982.

Moss said publicity given the Fairfax and York County cases had obscured the desperate situations of other districts. Fairfax schools, in particular, are set in affluent neighborhoods, he said, and some people mistakenly believe that all impact aid districts are similar.

"We've just seen the tip of the iceberg," Moss said. As more school districts realize the size of the Reagan proposed cuts in impact aid, Moss said, the issue will become politically important. "I would say the stat[illegible] going to revolt," he said.

Photo by [illegible]

Warm Hearts for Cold Weather—AFCC Clothing Drive

Some of the more than 110 boxes and bags of clothing collected by members of the Air Force Communications Command are loaded for delivery in St. [illegible] by MSgt. [illegible]. Military and civilian people at Scott AFB, Ill., responded warm heartedly to [illegible] needy; it was the second such drive in three weeks.

Air Force Times 15 March 1982

5/25

EDUCATION DAILY
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Friday, August 27, 1982

SAN DIEGO
AUG [illegible]

BATTLE BREWING OVER PAYMENT FOR MILITARY DEPENDENTS' SCHOOLING

New Jersey, North Carolina and Virginia school districts are throwing down the gauntlet and preparing to do battle with the federal government over the cost of educating children of armed forces personnel living on nearby military bases.

Despite the Defense Department's resolve to sue any district that bars or bills the children because of cuts in federal impact aid, school districts are not caving in. Fiscally strapped districts are still planning to employ such strategies as charging tuition, excluding the children or sending bills directly to Defense.

Nonetheless, "The Department of Defense is determined that no military family is going to have to pay for education," Jeanne Fites, director of intergovernmental affairs, said yesterday. "If any school district denies them admission or charges admission, we will sue them."

"Let them sue," said Donald Bruno, superintendent of the York County, Va., schools. Impact aid has been "strangled" by the Reagan administration, he said, and school systems are pushed to the wall by a flaw in the new federalism: unreplaced federal assistance.

Acting In Desperation "You don't have defiance of the federal government here," said Bruno. "You have local school districts acting out of desperation." In York County, the district is eligible for impact aid for 5,100 of its 8,600 students.

Ever since 1950, the federal government has compensated schools that educate children of families living on federal installations since those families do not pay the local taxes that make up a great part of school district budgets. But the impact aid budget has fallen from $756.7 million in fiscal 1981 to $446 million in fiscal 1982, and the Reagan administration has requested only $286.9 million for the program in fiscal 1983.

Here are some approaches taken by districts affected by the cuts:

■ After learning that its expected $3 million impact aid allocation for the 1982-83 school year will actually be about half that amount, the Pemberton, N.J., schools have resolved to bar children from nearby Fort Dix when classes begin next month.

Although state Education Commissioner Saul Cooperman, backed by the New Jersey Board of Education, has ordered the district to accept the children, the district plans to fight the issue in state court. Pemberton is eligible for impact aid payments for some 1,800 of its 7,500 pupils.

■ The York County, Va., schools, with children whose parents are stationed at five military installations in the county, have joined with the Virginia Beach, Va., school district and the Prince George County, Va., schools in deciding to bill Defense

(more)

[illegible]
CIRCULATION MANAGER ELIZABETH STIRNWEISS SOPER
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BATTLE BREWING OVER PAYMENT FOR MILITARY DEPENDENTS' SCHOOLING (Cont.)

Oct. 1 for tuition payments due Nov. 15. About 40 percent of the taxable land in York County is federal land, and the military personnel pay no local taxes, Bruno said. "We simply cannot educate that volume of kids without tuition."

■ The Fairfax County, Va., schools, which Defense sued last year in a similar flap, have notified Defense Secretary Caspar Weinberger that DoD will be billed for 50 percent of the costs of educating the children. If the payment is not received by July 1983, the district will not admit the students for the 1983-84 school year, according to school officials.

Fairfax has some 2,000 impact aid students from Fort Belvoir. The Defense lawsuit against the district's tuition plan last year was dismissed after the district got $2.1 million in impact aid--close to half the cost projected for educating the children. "It came in right on the nose, so the problem went away, so to speak," a school fiscal officer said.

■ The 14,000-student Onslow County, N.C., schools, with some 2,000 impact aid students from nearby Marine Corps Camp LeJeune, will charge tuition payable Oct. 1, School Finance Officer Donald Horne said yesterday. North Carolina law allows schools to recoup up to the local per pupil contribution from parents who are not legal residents. In Onslow County, that is $245.

■ The 35,000-student Cumberland County, N.C., schools, which enroll some 5,000 students for whom the district is eligible to get impact aid, will charge a $433 tuition to those children, payable May 15, 1983. Like Onslow County's, the fee is in line with the county's local per pupil tax contribution to schools, Superintendent Jack Britt said yesterday.

Impact aid entitles school districts to up to 50 percent of the cost of educating each child who lives on a military post and attends school off-base, Britt noted. The 1980-81 impact aid allocation to Cumberland County of $1.9 million was 40 percent of the total possible entitlement that year, said Britt. This year the school district, which is located outside Fort Bragg, expects to get just $586,000, he said.

■ "We're not planning to sue anyone at the current moment," a spokesman for the San Diego, Calif., schools said yesterday. San Diego happens to be home to a quarter of the U.S. naval fleet, and some 23,000 of the system's 110,000 students could bring in impact aid payments. Yet impact aid to the district has dwindled from $14.5 million in 1978-79 to $6.5 million in 1981-82, school officials said.

But because state law precludes the district from charging tuition, San Diego hopes to persuade the state legislature to tax California residents serving in the military outside the state, said H. David Fish, special projects director.

Thirty-two states now tax residents who live out of state, he said, and chances that California will add its name to the list are "very high."

DoD's Fites conceded that the impact aid appropriations are uncertain for fiscal 1983, but she said the problem cannot be solved by billing military personnel. "It isn't fair for military families to be placed in essentially a punitive position, and we are determined that they won't be," she said.

Justice Department attorney David Anderson, who handled the Fairfax County suit for the government last year, said, "We're watching a number of situations." --KA

York Will Have School Monday: Bruno

By DAVID GADDIS SMITH
Staff Reporter

TABB — Time hasn't run out yet for York County public schools, Superintendent Donald S. Bruno told about 300 people attending the second of three forums being held this week on the system's impact aid crisis.

"I've never been the kind to say I've lost before the end of a ballgame," Bruno said Wednesday after he was sharply questioned by York Education Association President Charlene Jackson. Ms. Jackson wanted to know specifically what programs and teachers would be cut if enough impact aid or other money does not come through.

Bruno has said that the school system's last alternative, if it is not able to come up with enough money to balance its budget this school year, will be to cut programs and thus lay off teachers. "Time is running out. Don't keep your employees in the dark," Ms. Jackson said.

She said Bruno owed such an answer to county teachers who signed contracts for the entire school year "in good faith."

Bruno declined to specify what would be cut if the money doesn't come. "The floor would be the accreditation standards and the (state's) Standards of Quality," Bruno said at the forum held in Tabb High School.

The county faces a possible shortage of more than $1 million in impact aid. This aid is money the federal government gives school divisions to help pay for the education of children whose parents live or work on non-taxable federal property.

School system economy measures can make up about $300,000.

The rest would have to come from somewhere else."

Although time hasn't run out, Friday is the first of several deadlines the system is facing concerning the crisis.

At 1 p.m., tuition payments totaling about $1.2 million are due from the military to pay for the education of about 2,400 school children who live on five military bases in the county.

Many asked whether the school system would close its doors to military dependents Monday if the bills are not paid.

"As far as I know, York County's going to have school on Monday," Bruno said. He said the school board, which will meet at 4:30 p.m. Friday, "probably will do what legal counsel recommends" if the bills are not paid.

Fairfax County has imposed tuition payments for pupils who live on military bases but has suspended the payments until it finds out how much aid Congress is going to give it. If the aid pays for less than half the cost of most base children's educations, tuition can be charged under a new state law.

On Wednesday, The U.S. Justice Department asked for a summary judgment in the Fairfax plan and is expected to file suit against the York tuition plan.

The papers charge the proposed tuition payment is illegal for two reasons, said Justice Department spokesman Robert Stevenson. He said it violates a federal law saying military personnel can only be taxed in their home states, and that it violates the state constitution, guaranteeing a free public education to all.

The Fairfax lawsuit was the first in the nation aimed at thwarting local attempts to penalize military families for the expected loss of millions of dollars in federal impact aid.

Court officials said the case, originally filed Oct. 30, has not been assigned to a judge.

Col. Ivy McCoy, deputy base commander for Langley Air Force Base, said he hoped the matter would be resolved soon.

About 85 percent of York's military dependent pupils come from Langley.

"It is strictly a problem for the Congress of the United States or the courts of the United States to solve," he said.

He reiterated what Secretary of Defense Caspar Weinberger has said no military personnel will have to pay tuition.

James R. Morgan said if the average cost to educate a military dependent overseas is $3,000, it didn't seem right for the federal government only to pay about $1,000 per student on base stateside. "I feel they are letting us down," he said.

Bruno said the figure might end up being less than $800 per student.

He said he will meet with Defense Department and Office of Management and Budget officials at 11:30 a.m. Friday, set at up by Sen. John W. Warner in an effort to convince Washington to give the county more money.

The school system faces another deadline Dec. 11, when the state board of education is scheduled to decide whether to create a separate military school district for the county's 2,300 pupils who live on base.

The district would come into being July 1 and could solve future impact aid shortfalls.

Another deadline is Dec. 15, the day Congress is scheduled to report out its budget for the federal fiscal year which began Oct. 1. But Congress has let so many budget deadlines slip by that Bruno said it is likely to let this one slip by too.

Bruno said he figured it might not make a decision until next month.

The third forum will be held at 7:30 tonight in Magruder Elementary School near Williamsburg.

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Sierra Sands School District Cites Impact Of Navy Weapons Center

The Sierra Sands school district in California and the town of Ridgecrest which it serves would not exist at all if the Naval Weapons Center hadn't chosen to make the upper Mojave Desert bloom like a rose, Congressman William Thomas, R, who represents the area, told a U.S. congressional subcommittee last week.

Sierra Sands is suffering, Thomas and school business manager Dave Gaston explained, because the naval center chose a few years ago to shift most of its personnel off-base, a move which automatically transformed Sierra Sands' overwhelmingly "A" school enrollment into mostly "Bs".

Under the federal impact aid law, which compensates school districts for the presence of federally connected students, children whose parents both work and live on federal land—usually meaning the uniformed forces and Indians on reservations—are classified as "A," while students whose parents either work or live on federal property, but not both, are "B."

It's a distinction with a considerable difference these days, Gaston noted, since the federal government started phasing out impact aid for the "Bs." Sierra Sands' "B" payments have dropped, he said, from $325 per child in 1979 to $44 in 1983, and the ominous threat that "B" payments will end entirely hangs over Sierra Sands and similarly situated school districts around the country.

In the Sierra Sands school district, the federal government owns 90 percent of the land, and 70 percent of the 5,400 students are federally connected. In four years, 4,000 of them became "B," students, Gaston pointed out.

The school district has cut out all guidance and counseling, reduced music and foreign languages, and fired teachers, in an effort to live within its reduced means, Gaston said.

Gaston and Rep. Thomas made their case in support of an amendment that would postpone the scheduled total demise of "B" impact aid from October 1983 to October 1984 and may have the first shot fired by embattled school districts in a legislative battle over reauthorization of the impact aid law scheduled to begin next fall.

In comments at the hearing, Rep. William Goodling, R-Pa., said he will support "payments in lieu of taxes" to school districts that include tax-exempt federal property, as a substitute for impact aid.

June 9, 1983

theRapidCityJournal

Douglas may get emergency aid

Nancy J. Winkley
Medill News Service

WASHINGTON — The federal Department of Education plans to offer the financially ailing Douglas (S.D.) School District an emergency aid package if the district in return agrees to settle a legal action it filed against the department in 1980.

Dr. Stan Kruger, DOE's deputy director of state and local education programs, said the proposal for emergency help will be put in final form next week. He said Assistant Education Secretary Lawrence Davenport will update the Douglas school board about the proposal before a 7 p.m. board meeting Thursday.

But Douglas Superintendent Dr. Don Mueller said Thursday he has received no information, other than the proposal is forthcoming. Furthermore, he said, it would be "inappropriate" to tie emergency help to the 1980 legal action.

"I have been told that a proposal is being considered and reviewed but they have never provided any information that it was related to the court case," he said, adding that "the litigation has nothing to do with the current problem."

The Douglas School District, which serves 2,500 students from Ellsworth Air Force Base and adjacent rural area, has been unable to hire teachers or complete a budget for the 1983-84 school year because of projected cutbacks in impact aid funds that would leave the district $2 million short of operating funds.

The legal dispute between Douglas and the DOE concerns an "administrative action" filed by the district in 1980.

Douglas claimed in the action that the DOE, responsible for administering the impact aid program, failed to compensate it adequately under the law, leaving it unable to provide a quality of education comparable to other districts in the state.

Kruger said the DOE hopes the proposed assistance would speed resolution of the dispute.

He offered no specific dollar figure for the emergency aid package.

He said the DOE is developing a new way of calculating the amount of money districts are entitled to under impact aid. Formal action incorporating the new entitlement formula is only in the planning stages, but the DOE will "apply the effects" of such a scheme to Douglas as part of its proposal, he said.

The package would compensate Douglas retroactively for the 1980 to the 1982 fiscal years, and also would grant payments for the current fiscal year, Kurger said.

Impact aid compensates school districts burdened by reduced local tax revenues and increased student enrollment brought on by the presence of federal projects, such as military bases, in their areas.

The special provision under which the DOE proposes to extend payments to Douglas is the only part of the impact aid law based strictly on financial need. Only eight districts — including Douglas — received funds under the provision during fiscal year 1982. About

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Douglas aid

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2,500 districts received some impact aid last year.

A fact sheet prepared by Mueller in March indicated that "Douglas has been the only district of 4,300 federally impacted districts in the nation to qualify consistently over the years under the financial need section (of the impact aid law)."

Douglas receives about 52 percent of its revenue from federal sources. Seventy-eight percent of its students are children of parents who either live or work, or both, on federal property.

Kruger said the DOE's "general posture" on the Douglas situation is that the "district is receiving all the funds to which it is entitled."

However, he added that Davenport asked him to "relook at the statute to see if there's any possibility of relief of the poor fiscal conditions at Douglas."

In addition to the emergency aid proposal, Kruger said the department is drafting a letter of assurances, what he called a "best effort letter," that will aim at guaranteeing to the district that funds already forwarded under the special need provision for the current fiscal year will not be taken back by the department.

As of Thursday, the district has not received that letter, Mueller said.

The DOE has forwarded $573,000 to Douglas already this year, and some district officials feared that once all funding applications were in, the department would be forced to take some of that money back.

The Battl Ove Impa Aid

By Catherine W. Morgan

Last fall, 2,900 military families near Camp Lejeune, N.C., received tuition notices for $245, an attempt by the school district to recover part of an annual $1 million loss in federal funding.

Last spring, families at Fort Belvoir, Va., were notified of school district intentions to shut down base schools and to exclude base children from other district schools if federal funding for those children fell below 50 percent of the district's cost.

This fall, in South Dakota, schools near Ellsworth AFB may not open at all. The school board decided last spring it could not renew teachers' contracts because projected impact aid funds for the 1983-84 school year were inadequate.

These are the latest incidents in the battle between local school districts and the federal government over impact aid, the federal program designed to replace tax revenue losses to a district caused by tax-exempt government activity. In the battle, though, it's the military family that's getting caught in the crossfire.

Ideally, a school district receives its local revenue from two sources: from where people live and from where they work. Since a base is tax-exempt, people who live and work on base represent a 100 percent tax loss to a district while people who work on base represent a 50 percent tax loss. Impact aid is supposed to compensate a district for that loss of revenue.

School districts receive funds under several different sections of impact aid: for "A" students, whose parents both live and work on federal property; for "B" students, whose parents live *or* work on federal property; for heavy impaction of at least 50 percent under Section 3(d)2B; and for loss of taxable property caused by federal ownership under Section 2.

A presidential commission warned in 1981 that "as many as 500 local educational agencies are so dependent upon impact aid payments that a major reduction in those payments would result in the closure of their schools, or serious reductions in their level of operation."

Since then, school districts have seen impact aid funding slashed by 40 percent, from $754 million in 1980 to $450 million in 1983. Funding for "B" students has been cut by two-thirds and is scheduled to end by 1985. A lid has been placed on Section 2, and the administration has nothing in its 1984 budget for Section 3(d)2B. These cumulative cuts have placed many districts in financial difficulty.

At least 10 school districts in the last three years have tried one other way to

Illustration by [illegible]

'Catherine W. Morgan is a second-generation Air Force family member. She lives in Omaha, Neb.

51%

make up lost impact aid—charging military families tuition—and more school districts are considering this option. However, no military family has yet paid tuition, since most of these cases have been settled when Congress appropriated enough money for the district, except in one case—that of Onslow County School District in North Carolina. It's the first case to test in court a district's right to charge military families tuition.

The district serves 14,500 students, 3,000 of whom are military dependents whose parents are stationed at Camp Lejeune. Its impact aid has plummeted from a high of $1.2 million in 1977 to $200,000 in 1983. Next year it is scheduled to receive no funds at all.

"People think that since the base has been here so long, we should be able to pay for our schools out of local revenues," said Everett Waters, the district's superintendent. "But the need is still here. The base is still here, the tax loss is still here, and the impact is still here."

According to Waters, the district had used impact aid funds to provide educational programs above the state minimum, programs like art, PE, guidance, and other extras. With reduced impact aid, the district has had a 4 percent reduction in teachers' salaries, cut 12 teaching positions and 42 teacher's aides, and lost elementary PE, its social worker, and six office staffers who had worked with cultural arts and library services.

"In trying to form a budget, we didn't have any choice but to charge tuition," Waters said. "We decided to do so in order to provide some sort of quality education for our students as well as to bring attention to our plight. We have to find out if tuition is our survival method of funding."

Waters justified charging military nonresidents tuition by saying that they're not full North Carolina taxpayers, that they pay no personal property taxes or state income taxes there. Nevertheless, Waters said, "We don't really want individual families to pay tuition; we want the federal government to live up to its obligation."

Eight military families filed suit against the school district, asking that its tuition plan be declared unconstitutional. In May, a U.S. District Court judge in Raleigh, N.C., did just that, but the battle isn't over yet. The school board is appealing the decision.

Virginia's Fairfax County School District was the first to decide to charge military families tuition. That was in 1981, when impact aid for Fort Belvoir's children fell below 50 percent of the district's cost.

"It was a way of getting leverage with the federal government," John Hess, assistant superintendent for financial services, said. "The last thing we wanted to do was to affect the children's education or to damage the morale of the parents."

The strategy worked. Congress allocated enough funding for the district to meet 50 percent of its cost, Virginia state law's minimum. However, if funding fell below that 50 percent line again, the district would not again choose to charge tuition.

"Of all our options, charging tuition is the worst PR problem," said Carl Juncker, the district's director of budget. "It's seen as inhuman and cruel." Instead, Fairfax County would shut down the three Fort Belvoir schools and exclude the post's 2,000 children from other district schools if funding should drop below 50 percent again.

"By closing the schools, that places the burden squarely on the government's back instead of placing the military family in the middle by charging tuition," Juncker said.

"Some congressmen say, 'Fairfax County is relatively affluent. Why can't you just absorb the cost?'" he continued. "But that's not the point. Whether the federal government will accept its responsibility or whether it will impose this burden on the local taxpayer—that's the whole problem."

"We're fighting for the principle of the thing," Hess explained. "We're fighting for our taxpayers."

For South Dakota's Douglas School System near Ellsworth AFB, fighting for impact aid funds has become a battle, not for principle, but for survival. It is a battle that the school system appears to have lost.

For the 1983-84 school year, the school system projected a loss of $1.2 million in impact aid, funds that accounted for one-fourth of its budget. With cash reserves drained by earlier impact aid recissions and no other source of revenue to draw from, the board felt it had no choice but to vote not to renew teachers' contracts for the fall and close the five schools.

Superintendent Don Mueller said he is frustrated and angered by what has happened. "But for Ellsworth, we would have less than 200 students and we would be a very wealthy district," he said. Not only has the base brought military children into the school district, Dr. Mueller continued, but it also has been responsible for bringing in a large portion of the district's non-military population—people who work in occupations that provide services to the base and whose children attend schools in the Douglas School District.

Instead, the district serves 2,500 students, 75 percent of whom come from Ellsworth AFB. [illegible] accounts for 95 percent of the district's assessed property values, all tax-exempt. This leaves very little else for the district to draw upon for its revenues.

Under South Dakota's law, tuition for military dependents is not an option. Even if it were, Dr. Mueller said, "I think it is inappropriate for parents who are not here by choice to have to pay what is the federal government's obligation."

Why is the federal government not living up to its obligation, then? "This is the problem we're facing," said Dr. Wayne Paxson, consultant to Bellevue Public Schools in Nebraska, which serves as an information clearinghouse for severely impacted districts belonging to the National Association for Federally Impacted School Districts. "They've continually broadened the program, but they've kept lowering the dollar amount available."

Impact aid programs now include civil service, postal employees, federal low-rent housing, and Indian reservations. Militarily impacted school districts receive half the funds available. If the program were fully funded today, according to the Department of Education, it would cost in excess of $1.5 billion.

However, if full funding for "A" students, military "B" students, 3D2B, and Section 2 were provided it would require less than one-half of that, an estimated $800 million, according to the National Association for Federally Impacted School Districts. This year, the association is working toward getting an appropriations bill that would give priority to giving these sections full funding first rather than prorating the limited funds available among all the eligible districts. "That would be our salvation," said one superintendent of the plan.

But, under the administration's 1984 budget of $455 million for impact aid, only "A" students would be funded, nothing else. The president is expected to oppose any congressional bills which extend "B" funding or provide additional funds for the program.

Continued funding for "B" students is one of the most disputed areas of the program, one that Congress voted in 1981 to phase out. "Sometimes congressmen have trouble understanding why they should fund the 'B' students," Dr. Paxson said. "We say, fine, then bring all that money off base, close the commissary and the BX and the on-base shopping center so that we can tax that money."

An analysis done by the Congressional Research Service in April stated that jus-

55%

Impact Aid

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tification for continued funding for military "B" children appears to be ample. Several congressmen, notably Sen. J. James Exon of Nebraska and Sen. James Abdnor of South Dakota, are now working on reinstating funding for "B" students, particularly military "Bs." However, supporters anticipate a possible presidential veto of such a bill.

One other way some districts hope to make up lost impact aid funds is for the Department of Defense to take over the operation of more base schools. The department now operates 18 schools under Section 6 of impact aid, but Ann Brooks of DoD's Office of Manpower made it clear that the department has no intention of broadening its involvement.

"It's a very expensive way to do business," she said. "We're hoping eventually to return these schools to the community because we believe that education should be the responsibility of the local government, and the role of the federal government should be minimized."

The effects of impact aid cuts may not always be obvious to parents. In their district, it may not result in school closings or in tuition notices. But reduced funding means reduced spending, which may also mean a reduction in the quality of education a school district can offer. Schools with large military impaction often rank below their state averages for per capita expenditures. Onslow County School District ranks 15th among the surrounding 17 school districts. In South Dakota, Dr. Mueller estimated that Douglas School System spends $500 less per pupil than the state average, a difference of 20 percent.

"Impact aid is an equalizer," Everett Waters said. "It assures the military member when he's transferred that, if the schools are receiving impact aid, they are probably adequately financed and will provide a pretty good quality education. Otherwise, he is at the mercy of the wealth of the district."

For parents to find out how their school district has been affected by impact aid cuts, Dr. Paxson suggested asking about it at a meeting of the school board or the PTA.

Along with other superintendents, Everett Waters also urged parents to write their home state's congressmen in support of fully funding the impact aid bill as the National Association for Federally Impacted School Districts recommends. "I'm fighting for their children when I'm fighting for impact aid," he said. "Military dependents should not only support impact aid, they should fight for it, too." □

Reflections On The Federal Impact In A Kentucky School District

Education Times 3/21/83

The following are comments by former Hardin County, Ky., school Superintendent Charlie Akins, in testimony before the House Elementary and Secondary Education Subcommittee March 16, on the federal impact aid program.

The Hardin County school district serves children from the federal government's Fort Knox.

One could easily assume that the per pupil cost of education should be about the same for any child in a public school. This is far from true.

In school programs today, the nature of the student population can have a significant impact on the cost per pupil.

Rapid turnover of federally connected students due to family mobility and rapid changes in the number of students can add measurably to school cost.

In a recent study of federally connected students in the Hardin County Schools, research found that their average stay was less than 24 months. The total number of federally connected students can and often does change from month to month, and large changes between May and the September opening of school are common.

Children with handicaps requiring expensive special programs can become a larger than normal segment of an impacted school's enrollment. This occurs because some federal installations in isolated or rural areas grant reassignments in order to place the family where they can receive services for a handicapped child.

The mobile lifestyle of federally connected families provides a district with some children that can cope anywhere. On the other hand, it also produces a lot of children that require special attention and counseling.

To some extent, these situations occur in any school district, but the nature of federal activities makes the numbers much greater and the frequency much more often in many impacted schools.

The Omnibus Reconciliation Act of 1981 was passed with phase-out provisions for "B" category [impact aid] children. It was assumed by many members of Congress that the state and/or the local government could assume this burden.

Those of us in school administration, realizing the reductions we were facing made a concerted effort to improve ou revenue picture at those levels. This ef fort has met with little, if any, success.

Some districts have gone to court i an attempt to force changes in state fun distributions.

Many have gone to their state legisla tures with various plans.

In Kentucky, we went to our legisla ture with a modest proposal to allow local district boards of education to in crease the property tax levy enough to offset the loss of "B" funds.

We were unable to get this bill out of the Kentucky House Finance and Revenue Committee. We were told that this was a federal burden and we should not expect the state to assume responsibility.

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Federal Impact Aid Cuts Could Close 3 Schools Serving Military Children

By RICK MAZE
Times Staff Writer

WASHINGTON — The school at Fort Sam Houston and two other San Antonio, Texas, schools attended primarily by military dependents may be forced to close by the end of this year because of unanticipated cuts in federal impact aid, federal officials say.

The funding cuts would result from a new formula for distribution of impact aid among school districts. The formula, proposed by the Department of Education, is expected to be adopted soon, despite opposition of the Pentagon and three San Antonio congressmen.

The three schools serve Fort Sam Houston, Lackland AFB and Randolph AFB. They have no local tax base because the school district includes only the military installations, and federal installations cannot be taxed by local governments. The schools educate elementary and high school-aged children of military families living on the bases.

Each of the three San Antonio schools is a one-school independent district. They are unusual because all but about 100 of the 2000 students attending the schools are military dependents, congressional sources said.

Only three other stateside schools receiving impact aid have such a high percentage of military dependents enrolled, DoD sources said, those at: Fort Leavenworth, Kan.; Williams Air Force Base, Ariz., and Fort Huachuca, Ariz. These schools are in better financial condition than the three Texas schools because they receive more state funding, DoD sources said.

Federal impact aid to public school districts is intended to offset the cost of educating children of military personnel and federal civilian employees who live on military bases or other federal facilities, work there, or both. Funding of impact aid has been reduced sharply under the Reagan Administration, increasing competition among school districts for [illegible]ey.

Dependent on state and federal funds to operate, the three San Antonio schools expected to receive a combined payment of $7.3 million in federal impact aid this school year. However, the schools now are scheduled to receive only about half of the money they had expected. The Department of Education, which manages the impact aid program, already has reduced payments in anticipation that the proposal for changing the distribution formula will become final this summer. The proposal was prepared in late March.

Under the proposal, the amount of federal subsidy provided per student would be based on a national average for similarly sized schools with the same number of bused students, which would indicate transportation costs, and generally the same curriculum. Rates now are based on comparisons of five similarly sized schools within the same state.

The Education Department would determine the national av-

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[illegible] cost per student for a [illegible] under current rules [illegible]dividual school selects the schools within the state which school officials believe are comparable. The change would save money, Education Department officials said, because national average per-student costs would be less than state average costs in most instances. Some schools in poorer states could get a slight increase in impact aid money.

Under the change, which Education Department officials said is likely to become final in mid-June, the schools would receive a total of about $4 million instead of the $7.3 million they expected, congressional aides said.

The Randolph school, with about 700 students, would be the most seriously affected, according to aides for Rep. Abraham Kazen Jr. (D-Tex.), a member of the House Armed Services Subcommittee on military installations and facilities. It expected to receive more than $3 million in impact aid payments this year, but under the proposed formula would get only $1.7 million. The school "will be broke in August," one aide said.

The Fort Sam Houston school expected $2 million and would receive $1.1 million under the change, aides said. It would run out of money in October, aides said. Lackland's school, which expected $2.1 million, would receive $1.1 million instead. It would have enough money to remain open through the middle of the school year, aides said. Both the Fort Sam Houston and Lackland schools have fewer than 1000 students, officials said.

The school districts have received only about $1[illegible] a student from the Education Department this year under the impact aid program. They had expected to receive $2300 to $3000 a student, DoD officials said.

The effect of the reduced payments has been hard for the school districts to deal with because they established their budgets before the Education Department proposed the changes and trimmed the payments, officials said. "It is a matter of both substance and timing," a Kazen aide said. The first federal payment to school districts for next school year will not be made until November, one month after Lackland's school is out of money and months after the Randolph school is broke.

If the schools close, which DoD and congressional sources said is a possibility, children who attended them would not be offered a no-cost education automatically at another Texas school. Under Texas law, other schools could require a fee to be paid to educate children who had been attending schools forced to close, Kazen aides

Defense Department officials said they are concerned about the potential effect of the proposed recalculation. Defense Secretary Caspar Weinberger has written Secretary of Education Terrel H. Bell urging special assistance for the San Antonio schools, officials said.

DoD would be willing to help finance the schools, if necessary, officials said. But, DoD legally cannot help the schools unless they are financially unable to provide an education for DoD dependents.

"It will be too late. The schools will already be closed," Kazen aides said.

50%

Senator PELL. Mr. Clayton.

Mr. CLAYTON. Thank you for the opportunity to talk with you today about the impact aid program.

My name is Ernest Clayton. I am the Coordinator of Educational Information Systems for the Anne Arundel County Public Schools, Annapolis, Maryland.

We have an enrollment of 65,000 students. Our Federal impaction is 2,500 plus A students and 10,000 plus B students. We are the home of the United States Naval Academy and Fort George Gordon Meade, as well as other Federal properties.

For the purposes of Public Law 81-874, we are a regular A and regular B district.

My remarks today will cover three basic areas: B students in general, military special education students in particular, and the reauthorization proposal presented by the National Association of Federally Impacted Schools.

First, B students. It is difficult to confirm or deny the impact of B students without understanding a few basic concepts. School districts in general fall into two fiscal categories: independent, with taxing authority, and dependent, such as mine, which must rely on the local, State and Federal Government for sufficient funds to run a quality educational program. This revenue is generated from residential property taxes, business property taxes, sales taxes, income taxes, and licenses and fees.

Since there are only a few types of taxes which can be used to generate revenue, the inability to use all of these resources greatly impacts a school district's ability to generate revenue.

Military B families, in addition to their inability to generate revenue from their tax free place of employment, are also covered under the Soldiers and Sailors Relief Act, and are largely exempt from income and sales taxes, as well as licenses and fees.

Impact aid is the Federal Government's attempt to compensate for lost revenue where Federal ownership or activity interferes with any or all of local tax revenue sources.

I would like to point out that impact aid payments for some B students in my county are less per student than the cost of a quality biology textbook.

Impact aid, fully funded, is a reasonable solution to a federally caused problem. Absorbing a federally connected child into a local school system saves the Federal Government at least 50 percent of the cost of educating that child by alternative means. We are all aware that three Presidential Commissions have not only not discredited impact aid but have indicated that it is a program which should be expanded.

Second, I would like to look at the military special education student. The military permits compassionate assignment of personnel with handicapped children to local educational agencies with outstanding programs for children with special needs. And the more special the need, the higher the cost. Our highest cost for educating such a child last year was in excess of $74,000. The average cost was in excess of $30,000. The citizens of my county must absorb 300 percent of the increased costs over average per pupil expenditure before aid is available from any other source.

We are experiencing large numbers of military infants and military children requiring placement in special centers, both of which have much higher costs than programs in regular schools. We understand that Fort Meade is being considered as the center for military children with special needs. The implications of this are staggering.

Third, I would like to offer some comments on the reauthorization proposal presented by the National Association of Federally Impacted Schools. I have been asked if the proposal is perfect. Of course, it is not, but it does represent the best thoughts, suggestions, ideas of some of the best minds in the field nationwide.

I have been asked if I am happy with it and can support it without reserve. My answer is yes. It provides minimal guarantees to all school districts, including those of us in the old colonial school systems who bear a large burden because percentage does not always represent true burden. In addition, the proposal provides protection to those districts whose impaction is such that, without it, they would close.

Finally, I would like to publicly correct statements being made about B students. When anyone, even high level Department of Education officials, talk about impact aid, one of the major criticisms is that it provides money to rich counties, such as Montgomery in Maryland and Fairfax in Virginia, for the children of Senators and Congressmen, as well as other high level Government officials who reside in these counties and work in Washington. This is not so. These students are out of State B students and no funds have been received for nearly 10 years.

Thank you very much for the opportunity to testify before you today. I would ask that you remember one thing. An educational cost of over $74,000, an impact aid payment of less than $50.

Thank you.

Senator **Pell**. Thank you very much indeed, Mr. Clayton.

Mr. John Corcoran.

Mr. **Corcoran**. Thank you, Senator.

My name is John Corcoran. I am Director of the Chapter 1 Programs in Worcester, Massachusetts. My office is also responsible for the administration of Public Law 81-874. I thank you for having invited me here today to speak briefly about the reauthorization of the Impact Aid Program.

I would like to spend a few minutes describing my community, Worcester, Massachusetts, its school system, and then present some data that I believe supports the need for including Section 8 housing as a part of the impact aid reauthorization.

My major point will be that students residing in low cost housing are high cost students and, as such, present a burden on local school systems out of proportion to their numbers. Approximately 46 percent of the more than 12 million people in New England live in Massachusetts. Worcester is located approximately 50 miles west of the City of Boston with a population of 161,655. Worcester is the second largest city in New England. I realize there is some controversy over that fact.

Over one million people live within a 25-mile radius of Worcester, and more than six million are within a 50-mile radius of the people. The city serves as a social, educational and economic hub for the 56 towns and three other cities in Worcester County which has a population of approximately 646,000.

The area is home to a variety of major manufacturing and high technology firms. It is the center for medical research and excellent patient care.

Worcester's effective EBI is more than $1.8 billion. The median household EBI in the City of Worcester is $21,939. However, when we look at these figures, comparing them with the rest of Worcester County, the city falls behind, as indicated in the data that I provided to the Committee.

Another interesting fact about the city, which is true of many urban areas, is that the population of Worcester is an aging population. Recent studies indicate that only 17.7 percent of the population attend the public schools. That means there are 76.4 percent of the population that are no longer in school. The preschool population, that is the number of students under five years, represents approximately 6 percent of the population. There are approximately 28,000 students attending the school system in Worcester, including both public and parochial. The Worcester public schools has a current enrollment of 20,113 students in grades K to 12. The students are housed in 49 schools, organized into four high schools, four middle schools, and 41 elementary schools.

The per pupil expenditure for the 1986–87 school year was $3,078 based upon a total budget of $61,907,814.

The students in Worcester are served by a professional staff of close to 2,000 teachers and a support staff of almost a thousand. The school system's pupil-teacher ratio is 23.6 to 1. Free aid reduced lunch data for October 1, 1986, indicates that a total of 8,397 students were from low income families with 5,178 of these students from families receiving aid to dependent children. That figure has increased slightly to 5,248 students for this coming school year.

As of October 1, 1986, there were 2,674 students whose first language was not English enrolled in the system. Of these students, 1,138 were enrolled in transitional bilingual classes. The figures indicate that approximately 13.2 percent of the system's students are limited English proficient and approximately 6 percent are in bilingual classes. During the 1986–87 school year, 4,221 students were served in special education programs. This figure constitutes approximately 21 percent of Worcester's student population.

This data on high cost students, that is, low income Chapter 1, bilingual and special education students becomes even more important when compared with numbers of Worcester students residing in federally-subsidized housing. In 1985, the Worcester schools were a Super B community and were reimbursed for 6,074 students who resided in low rent housing. Of this number, 3,323 students were living in Section 8 funded housing. In 1986, these figures rose to 6,202 students living in low rent housing with 3,323 of these being Section 8 funded. These figures fell slightly in 1987 to 5,902 total and 2,717 Section 8.

During this period, Worcester received nearly $2 million. We have not, of course, received any 1987 funding as yet.

When studied closely, the count of students residing in federally-subsidized housing revealed some very interesting facts, including the following: over 65 percent of students residing in low rent housing are eligible for programs for educationally disadvantaged students, i.e., Chapter 1; over 25 percent are enrolled in programs for limited English speaking students; over 40 percent are enrolled in special education classes.

The basic cost of educating these students is the responsibility of the local school district. Such students require lower pupil-teacher ratios and more support services. The loss of impact aid, particularly aid for students residing in low rent housing, would invoke a great hardship on the Worcester public schools and many other systems in Massachusetts.

We therefore request that you consider the following recommendations: first, impact aid for students residing in federally-subsidized housing, including Section 8, be continued; and secondary decisions on Section 8 funding be made by the Congress with due consideration given to the impact students residing in such housing have on a community.

I wish to thank the Chairman and the members of the Committee for the opportunity to submit testimony in support of the reauthorization of the impact aid program, and am prepared to answer any questions.

Thank you.

[The prepared statement of Mr. Corcoran follows:]

Testimony

Presented to

The Subcommittee on Education, Arts and Humanities

by

John Corcoran, Director Chapter I
Worcester Public Schools
Worcester, Massachusetts

July 30, 1987

WORCESTER, MASSACHUSETTS

Approximately 46% of the more than 12 million people in New England live in Massachusetts. With a population of 161,655, Worcester is the second largest city in New England. Over one million people live within a 25 mile radius of Worcester and more than 6 million are within a 50 mile radius of the city. The city serves as a social, educational, and economic hub for the 56 towns and three other cities in Worcester County, which has a population of 646,000. The area is home to a variety of major manufacturing and high technology firms. It is a center for medical research and excellent patient care. Worcester's Effective Buying Income (EBI) is more than $1.8 billion. The median household EBI is $21,939. However, when compared with the rest of Worcester County the city falls behind as indicated by the following data.

	Worcester	Worcester County
Total EBI	$1.8 billion	$8.3 billion
Media Households EBI	$21,939	$26,693
% of Households/EBI		
$10,000 - 19,999	24.0%	20.8%
$20,000 - 34,999	26.9%	28.3%
$35,000 - 49,999	15.1%	19.1%
$50,000+	12.1%	15.6%

The population of the city of Worcester is an aging population. Recent studies provided the following population data:

% of Population by Age	Worcester	Worcester County
Under 5 years	5.9%	6.4%
5 - 17	17.7%	20.8%
18 - 64	66.1%	59.9%
65+	10.3%	2.9%

This data would indicate that approximately 17.7% of Worcester's population is in the bracket which constitutes the ages of students attending elementary and secondary schools. This constitutes approximately 28600 students.

The Worcester Public Schools has a current enrollment of 20,113 students in grades K-12. The students are housed in 60 schools organized into 4 high schools, 6 middle schools and 41 elementary schools. The per pupil expenditure for the 1986-87 school year was $3,079 based on a total budget of $61,907,814. The 20,113 students are served by a professional staff of [illegible] teachers and a support staff of 1,000. The school systems pupil teacher ratio is 23.6 to 1. Free and reduced lunch data for October 1, 1986 indicates that total of 8,397 students were from low income families with 5,170 of these studies from families receiving Aid to Dependent Children (AFDC). The AFDC constitutes to 5,240 students when early data for the 1987-88 school year is reviewed. As of October 1, 1986, 2,674 students whose first language was not English were enrolled in the system. Of these students 1,138 were enrolled in Transitional Bilingual classes. The figures indicate that approximately 13.2% of the systems students are limited English proficient and approximately 6% are in bilingual classes. During the 1986-87 school year 4,221 students were served in special education programs. This figure constitutes approximately 21% of Worcester's student population.

This data on "High Cost Students" i.e., low-income Chapter I, bilingual and special education students becomes even more important when compared with numbers of Worcester students residing in federally subsidized housing. In 1985, the Worcester schools were a Super B community and were reimbursed for 6,074 students who resided in low rent housing. Of this number 3,323 students were living in Section 8 funded housing. In 1986 these figures rose to 6,202 students in low rent housing with 3,323 of these being Section 8 funded. These figures fell slightly in 1987 to 5,902 total and 2,717 Section 8. During this period Worcester received nearly two million dollars. We have not, of course, received any 1987 funding as yet.

When studied closely the count of students residing in federally subsidized housing reveals some very interesting facts including the following:

- over 65% of students residing in low rent housing are eligible for programs for educationally disadvantaged students, i.e., Chapter I.
- over 25% are enrolled in programs for limited English speaking students.
- over 40% are enrolled in special education classes.

These figures indicate that over 4,500 of these students are "high cost students". High cost students receive services which far exceed our reported per pupil cost of $3,078. While arguments can be made that the federal government provides services to such students in the form of Chapter I and Public Laws 94-142 and 89-313 these arguments are clearly invalid. These programs are, by law, supplemental. The basic cost of educating these students is the responsibility of the local school district. Such students require lower pupil teacher ratios and more support services. The loss of Impact Aid, particularly aid for students residing in low-rent housing, would invoke a great hardship on the Worcester Public Schools and many other systems in Massachusetts. We therefore request that you consider the following recommendations:

1. Impact aid for students residing in federally subsidized housing, including Section 8, be continued.

2. Any decisions on Section 8 funding be made by the Congress with due consideration given to the impact students residing in such housing have on a community.

It is hoped that the amendments offered by this subcommittee will contain language which will prevent the DoE from promulgating regulations "after the fact." The DoE must be prevented from implementing regulations after a school district has already set its budget or the Congress has set its appropriations. Additionally new regulations must never be allowed to retroactively force districts to pay back previously approved and previously received payments.

Senator **Pell**. Thank you very much.

Mr. Barnes.

Mr. **Barnes**. Mr. Chairman, members of the Committee, I am Glenn Barnes, past President of the National Association of Federally Impacted Schools and former Superintendent of the Todd County School District located on the Rosebud Indian Reservation in South Dakota.

Initially, let me assure you that we are fully supportive of the official position of the National Association of Federally Impacted Schools on the reauthorization legislation.

My purpose on appearing before you today is to speak on the importance of impact aid to the education of the many thousands of Indian children residing on reservation or Indian lands and attending public schools across America.

It has been firmly recognized for many years and reaffirmed by the Commission on the Review of the Federal Impact Aid Program that there exists a special unique relationship between the Indians and the Federal Government. This has been established by treaties and law signed and passed over the past many years. It therefore follows that there is a recognized obligation on the part of the United States Government for services to Indian people, especially those still residing on reservation or Indian lands. Neither the States nor the local school districts made the decisions that Indian lands were tax exempt. This decision was made by treaties or by Congress.

Inasmuch as the need for continuation or reauthorization of the impact aid program is the primary question before you today, I will attempt to address the need by using the school district from which I retired exactly one month ago today as a typical example of a heavily impacted public school containing large tracts of non-taxable Indian lands.

The Todd County School District is located on the Rosebud Indian Reservation in south central South Dakota. The student enrollment is approximately 2,000, K-12, 84 percent of whom are of Indian descent. Eighty percent of the students are federally connected, most of whom live on Indian lands.

Two-thirds of the land is classified as Indian land in that particular district. The operation of a school in a rural reservation setting has many unique features, all of which substantially add to the cost of operation. I will enumerate these unique features of the Todd County School District, and I do believe that these same features would be found in most other schools of a similar nature, and this may very well include many schools with military impaction.

First, a limited tax base. The tax base of the Todd County School District is approximately 15 percent, behind each resident child as a typical school district.

Sparsity of population. In Todd County, the average number of students per square mile is 1.03, which certainly is going to bring about transportation problems.

Socioeconomic conditions. The general economic level of the majority of the residents in the school district is much below both the State and national averages. Unemployment is extremely high, somewhere in the 65 to 70 percent bracket.

Another factor that would add to the cost of education is the absence of living quarters for staff, almost a total absence of rental or purchase units. This necessitates the Todd County School District to provide approximately 80 low rent housing units so that we can attract and retain competent staff.

There is a lack of capital outlay money because of our mill limitation, which means that most of the renovation for buildings, such as a new roof, will have to come out of the general fund budget.

It is very clear the importance of impact aid has for these school districts which contain a significant amount of Indian land. Our position is simply that these districts will not continue to exist without impact aid.

In the case of Indian students, if the impact aid law would not be reauthorized, the question of where do they go to school becomes critical. The only apparent solution would appear to be the Bureau of Indian Affairs School. This, however, is not a viable solution because the Bureau of Indian Affairs Schools are not available in many areas. And if they were, the resulting cost to the Federal Government would be significantly more than the present impact aid expenditure.

In summary of my views on the need for the continuation of the impact aid program, I would just say that without the reauthorization of the program at an adequate level of funding, tens of thousands of young people in America would suffer irreparable damage to educational progress.

I wish to thank the Chairman and the members of the Committee for the opportunity for us to submit the testimony in support of the continuation of a very important educational program that enables the Federal Government to meet an obligation that cannot be shifted to State or local governments.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Barnes follows:]

TESTIMONY
PRESENTED TO
THE UNITED STATES SUBCOMMITTEE
ON
EDUCATION, ART AND HUMANITIES

by

GLENN A. BARNES, SUPERINTENDENT RTR.
TODD COUNTY SCHOOL DISTRICT
MISSION, SOUTH DAKOTA

30 JULY 1987

Mr. Chairman and Members of the Committee:

I am Glenn A. Barnes, a past president of the National Association of Federally Impacted Schools and former superintendent of the Todd County School District located on the Rosebud Indian Reservation in South Dakota.

We appreciate the opportunity to appear before your Subcommittee today and share some of our thoughts and concerns relative to the reauthorization of the Impact Aid program (P.L. 81-874 as amended).

Initially, let me assure you, that we are fully supportive of the official position of the National Association of Federally Impacted Schools on the reauthorization legislation. My purpose of appearing before you today is to speak of the importance of Impact Aid to the education of the many thousands of Indian Children residing on Reservation or Indian lands and attending public schools across America.

It has been firmly recognized for many years, and reaffirmed by the Commission on the Review of the Federal Impact Aid program, that there exists a special unique relationship between Indians and the Federal Government. This has been established by treaties and laws signed and passed over the past many years. It therefore follows that there is a recognized obligation on the part of the United

States Government for services to Indian people, especially those still residing on Reservation or Indian lands. Neither the states nor the local school districts made the decisions that Indian lands were tax exempt. This decision was made by treaties or by Congress.

In as much as the need for continuation or reauthorization of the Impact Aid program is the primary question before you today, I will attempt to address the need by using the school district from which I retired, exactly one month ago today, as a typical example of a heavy impacted public school containing large tracts of non-taxable Indian lands.

The Todd County School District is located on the Rosebud Indian Reservation in south central South Dakota. The student enrollment is approximately 2,000, K-12, 84% of whom are of Indian descent. Eighty percent of the students are federally connected, most of whom are 3A (parents live on and work on non-taxable land).

Two-thirds of the land is classified as Indian land and is therefore non-taxable. The primary industry in the District is cattle ranching and some farming. Outside of the agricultural industry, which employ relatively few people, there is very little industrial development. Unemployment is extremely high, and many of the jobs that are available at various times are funded by "federal program" money that is temporary at best.

The operation of a school in a rural Reservation setting has many unique features, all of which substantially add to the cost of operation. I will enumerate those unique features of the Todd County School District, and I do believe that those same features would be found in most other schools of a similar nature and this may very well include many schools with military impaction.

A. Tax Base: Approximately two-thirds of the land in the school district is non-taxable Indian land. The assessed valuation per resident child (5-18 legal age) is approximately 15% of the state average. Other than agriculture, some businesses, and private dwellings, the only other major tax sources are an electric cooperative, a telephone company and a branch bank.

   Almost all new industries or businesses that have been started in recent years have been located on Indian lands and have not been added to the tax lists.

B. Sparsity: The average daily membership in the school district per square mile is 1.40. About 70% of all students are bused daily over 2,250 miles of bus routes. Forty percent of the bus route miles are over gravel or dirt roads---many of which necessitates 4-wheel drive vehicles. The net result of the poor roads is a severely shortened bus life as well as increased maintenance costs.

The sparsity factor also necessitates additional attendance centers because it is not feasible to transport elementary children great distances for school attendance.

The result of added attendance centers is added costs per pupil for educational services because you cannot enjoy the economy of larger classrooms, fewer administrators, lower utility costs as well as better utilization of transportation, lunch services and supervision.

C. Socio-Economic Conditions: The general economic level of the majority of the residents in the school district is much below both the state and national averages. Services that one would expect from parents in a typical school district are unable to be performed on an Indian Reservation by many of the parents due to a lack of money. Examples would be transportation to health services and school activities. As a consequence, it becomes necessary for the school district to provide those services. The Todd County School District operates activity bus routes that, in many cases, duplicates the earlier schedule. The alternative is denying the student the opportunity to participate in any after school activities.

8. Absence of Living Quarters for Staff: There is almost a total absence of rental or purchase units available for certified and support staff employed by the school district.

If the school district is to maintain an educational program, and be able to attract and retain staff, it is necessary to provide low-cost housing for the majority of the professional employees as well as some of the support staff.

The Todd County School District presently maintains 60 rental units throughout the county. Replacement costs and supervision, as well as maintenance and energy saving projects are most expensive. It is however not an uncommon and additional cost of education on an Indian Reservation as can be attested to by the Bureau of Indian Affairs.

9. Lack of Capital Outlay Money: South Dakota law limits school districts to a tax levy of 5 mills for capital outlay purposes. This limit translates into approximately $80,000.00 per year for the entire district. This amounts to about $40.00 per child. If we could raise the state average per

> child, it would give the district $532,000.00 yearly for capital outlay purposes.
>
> The point we wish to make is that practically all maintenance costs, including new roofs, energy saving renovations and added insulation must come from the general funds, and there is practically no money available for new construction.

It is very clear, on the basis of the statistics cited, the importance of Impact Aid has for these school districts which contain a significant amount of Indian land. Our position is simply that these districts will not continue to exist without Impact Aid. It is not a question of reducing staff, discontinuing programs or cutting out athletics. If Impact Aid is not received by these school districts, the question is what month will we close the doors.

In an effort to translate the above information into a monetary impact upon a typical Indian Impact district, I shall again use the Todd County Schools as an example. Fifty-six percent of the budget comes from Impact Aid, thirty percent from the state and the remainder from local taxes and other local sources. Loss of any portion of Impact Aid has an immediate and direct effect on the educational opportunities of the students. Loss of Impact Aid then translates to, depending on degree of loss, first a minimal educational program following by the closing of the school.

In the case of Indian students, if the Impact Aid law would not be reauthorized, the question "where do they go to school?" becomes critical. The only apparent solution would appear to be Bureau of Indian Affairs schools. This however is not a viable solution because the Bureau of Indian Affairs schools are not available in many areas, and if they were, the resulting cost to the Federal Government would be significantly more than the present Impact Aid expenditure.

I would also like to point out that most of the conditions and problems existing in school districts impacted by Indian lands would also be present in those school districts impacted by military reservations or low-rent public housing.

In summary of my views on the need for the continuation of the Impact Aid program, I would just say that without the reauthorization of the program at an adequate level of funding, tens of thousands of young people in America would suffer irreparable damage to their educational progress.

I wish to thank the Chairman and members of the Committee for the opportunity to submit testimony in support of the continuation of a very important educational program that enables the federal government to meet an obligation that cannot be shifted to state or local governments.

Senator **Pell**. Thank you very much.

Mr. Barnes, one question I should know the answer to and do not.

When the children on reservations have Federal schools, do they receive funds through the Bureau of Indian Affairs, or the impact aid program?

Mr. **Barnes**. Those reservations that have Bureau of Indian Affairs schools, are paid out of Bureau of Indian Affairs funding.

Senator **Pell**. What is the standard of education? Is it as good as in the average school district in the country, or is it worse?

Mr. **Barnes**. I would have to admit at the beginning I am biased toward public education, and I feel that our standard of education is superior.

Senator **Pell**. Public education—education in a reservation school is public education.

Mr. **Barnes**. The education that is supported by tax monies, be they local tax monies, State monies, or impact aid. That would be my definition of public schools. The Bureau schools are limited to Indian students and under the jurisdiction of the federal government.

Senator **Pell**. And their standards are not as high as the average public school?

Mr. **Barnes**. Again I will admit my bias. I am saying they are not as high.

Senator **Pell**. They are higher in non-Bureau schools?

Mr. **Barnes**. In public schools.

Senator **Pell**. So many of these schools on the reservations go up through high school?

Mr. **Barnes**. Most of the BIA schools on the reservations will have kindergarten through 12.

Senator **Pell**. Thank you.

I notice that none of you recommended that Public Law 815, the construction portion of the old impact aid, should be revived.

Is that because you feel that it is hopeless or not needed?

Dr. Triplett I guess speaks for the group.

Dr. **Triplett**. At the present time, there is an effort to survey school districts that are in need of facilities, and I think that particular study will reveal that there are many, many unmet needs in federally-connected school districts across the United States.

Certainly I think this group is very supportive of the renewal of Public Law 815. It is a program with many, many unmet needs and very little money being channeled through it. So I can understand that there are a number of districts that are very discouraged about using that particular law as a source of solving their facility problems.

Mr. **Barnes**. Mr. Chairman, may I address that as well and give you a case in point.

The Todd County School District has an application in under 815 at the present time for a middle school where we have determined that we have approximately six to seven hundred unhoused students. The total amount of money available under 815 is, I believe, $22 million. Approximately half of that might be available for Indian construction, construction on Indian impacted districts.

Our particular application runs about something over $4 million. I think we are No. 3 on the priority list at the present time. However, included on the priority list are districts that have applied for money and the applications are as old as 1974. There is simply not enough money to meet the construction needs, and there are also no opportunities in States such as South Dakota, and I think this would include most of your Indian States, where the States will come in and provide construction money.

Senator PELL. Thank you.

Mr. CLAYTON. Senator, 815 is permanently authorized. It is the appropriation—that is why we did not speak to that today—it is the appropriation we are concerned about. The authorization is there.

Senator PELL. Thank you.

Just one other question. I notice the proposal put forth by the Impact Aid Association calls for public review before new regulations can be issued.

Doesn't the public comment period already provided by the Department of Education assure adequate public representation? Why is this needed? Maybe you would like to submit the answer for the record.

Mr. CORCORAN. I think that Dr. Wilson in his brief presentation on impact aid alluded to that, and that is part of the end of my testimony that I did not get a chance to read.

Basically the concern is that Massachusetts and several other States are being asked to consider paying back some monies because of some confusion relative to the interpretation of students' residence in low income housing.

Senator PELL. It has nothing to do with the question I asked. The question I asked was that the proposal put forth by your association calls for public review before new regulations can be issued, and my query to you is whether the public comment period already provided by the Department of Education already assures adequate public participation.

Mr. CORCORAN. My guess, Senator, is it does not provide an adequate amount of time for that to occur.

Senator PELL. Maybe Mr. Triplett or somebody speaking for the group might submit an answer for the record on this.

Dr. TRIPLETT. We would be very happy to do that.

[Information supplied for the record follows:]

The following information was submitted to the Subcommittee on Education, Arts and Humanities from Dr. Thomas Shipley, Executive Director of the National Association of Federally Impacted Schools in response to several questions that were raised during the Impact Aid Hearing on July 30, 1987.

I. SCHOOL CONSTRUCTION

Q. "Why didn't anyone speak on behalf of P.L. 81-815, School Construction?"

A. P.L. 81-815 is basically authorized in perpetuity. There are sections which relate to 874 which must be "fine tuned" to see that 815 and 874 are not in conflict. The main problem with 815 is that it needs understanding and funding.

In a recent survey by my office we found the following data to be very significant.

1) Many, many districts do not apply for 815 School Construction assistance since response to applications are running as much as 20 years behind.

2) We actually have 82,000 unhoused federally connected youngsters in need of "School House" facilities. Many are on split-shift, in churches or basement annexes, in temporary trailers or severely overcrowded conditions.

3) New facilities would cost $700,000,000. Most of these districts have NO OTHER SOURCE OF CAPITAL REVENUE SINCE THEY HAVE LITTLE TO NO TAX BASE DUE TO NON-TAXABLE FEDERAL OWNERSHIP.

4) Of this actual, honest need, the average annual federal appropriation is $22.5 million or 3.2% of the need.

A comprehensive plan should be devised to carefully identify the construction needs in federally connected areas and a five year catch up effort funded and implemented. Our military, Indian, and poverty children are being housed in conditions unequaled in other industrialized nations. We have a plan we would like to share with you or your staff.

II. FULL FUNDING

Q. "How much is adequate?"...."How much is full funding?"

A. These are not really separate questions. The only adequate funding is full funding. Only when the Federal Government pays its full share of 100 cents to the dollar will the permanent tax paying citizens in the local neighborhoods of our federally connected children be able to stop paying disproportionately high real estate taxes to subsidize the federal obligation.

It is embarrassing to have the government pay as little as 7 cents on a $1.00 of its local school tax bill while at the same time maintaining a large IRS agency to catch and punish citizens who are delinquent to a much smaller degree.

To fully fund P.L. 81-874 under current language would take about 1.2 billion dollars. In FY'87 we had $675 million or about 50%.

III. DoE REGULATIONS

Q. "Why isn't the 30 day extension on the DoE comment perceived sufficient?"

A. No amount of time is sufficient to respond to regulations which are unjust, unpredictable and unnecessary. The DoE has publicly stated that:

1) There is no change in law which necessitates these changes in regulations, and
2) The outcome is "unpredictable."

We know that their prediction is to save up to $10 million dollars, so "someone" is going to get hurt. These regulations need public hearings and scrutiny by interested congressional leaders and users. They must not be taken lightly.

IV. COMPASSIONATE ASSIGNMENT

Q. "Should we make some special arrangements for our "Compassionate Assignment" districts?" .....(which provide special education services for our military families)

A. NO ADDITIONAL LEGISLATION IS NECESSARY. The law already provides a multiple of 50% over the Impact Aid basic payment for children with state approved Individual Education Plans for special education. A child entitled to $1000 in basic operation and maintenance support would be entitled to $1500 if being educated in a special program.

THE PROBLEM IS THAT UNDERFUNDING REDUCES THE BASIC PAYMENT SO LOW THAT THE 50% ADD-ON IS MEANINGLESS.

The district from Maryland which testified is Anne Arundel County. Since they are so large, they can't possibly make super "a" or "b" status even with 10,000 "b" kids. This means that a per pupil reimbursement may be as low as $25.00 "less than the cost of a good text book." Even with the 50% multiple, the adjusted special education payment would only be $37.50 toward a per pupil cost which could be as much as $30,000.

The issue is not "new legislation" - the issue is strictly full funding of this time tested vehicle we already have.

Senator **Pell**. Thank you very much.

Senator Stafford.

Senator **Stafford**. Thank you, Mr. Chairman.

Gentlemen, that question puts you a little bit in the position that Robert Browning was once in when somebody asked him to explain some poetry he had written, and he replied that when he wrote it, both God and he knew what he meant, but now only God knew. [Laughter.]

I just have one question, Mr. Chairman.

In the statement, Mr. Clayton, that you made, you called for full funding.

Mr. Barnes, you called for adequate funding.

So my only question really is directed to both of you, what do you consider to be full funding and what do you consider to be adequate funding for the impact aid program? And if you want to, you can submit that in writing. It does seem to me that is a fairly critical question here.

Mr. **Barnes**. I would answer it in this way. Considering the funding in the past several years has not been adequate, and it has caused certain problems within the family of impacted schools in trying to divide up a shrinking pie into which pieces will go, the net result is the pieces all were smaller for all concerned, and the amount needs to go up to meet the initial intent of the law which basically was 50 percent of the cost of education for As and then half of that for Bs.

Senator **Stafford**. Anybody else want to comment on that?

Dr. **Triplett**. Yes, I would like to.

I think we have to recognize that the impact aid program is a very well designed piece of legislation and it does an effective job of sorting out and working with various school finance programs across the United States, and the formula, when it is fully funded, we feel that amount is fair and equitable. Anything less than the amount that is actually computed by the self-adjusting formula that is built into the program is something that is not acceptable to us. We think proration does an injustice to the program itself and to the school districts it serves.

Senator **Stafford**. Thank you very much.

Thank you, Mr. Chairman.

Senator **Pell**. Senator Mikulski.

Senator **Mikulski**. Thank you, Mr. Chairman.

Again a good array of witnesses. My fundamental question was that which Mr. Stafford asked, about adequacy of funding. I too would like to bring to the Chair's attention some additional information that was raised by Mr. Clayton of Anne Arundel County, and I think it has national implication because of what I call the military special education students. Not all military children have the same needs, and among the military there are going to be children who have special handicaps, and how is that addressed?

Mr. Chairman, I just wanted, as we review impact aid, to bring to the Chair's attention when we created the voluntary Army, we created a change in the profile of its personnel. In the Army alone, 68 percent are married. Many have families with the same medical problems found in the rest of the population. Because of family medical problems, some military personnel are deployed at what we call compassionate posts where they are close to both military and civilian medical facilities, educational facilities and so on.

In my own State of Maryland, there is within Anne Arundel County Fort Meade which has been designated as that; 522 families at Fort Meade have been identified as having special family members. Thirteen children of those military families are in the Anne Arundel schools, ranging from handicapped to multiple handicapped. Of the birth to three-year olds being served by Anne Arundel County, one-third of the population is at Fort Meade using 50 percent of the county's resources for children enrolled with handicaps. The other side of that, and I think for thousands of us who have compassionate posts, we welcome them in our community. We welcome them because it is a tribute to our community that they have identified that we have the resources and the capacity and competency to deal with that.

In some instances, there is the good news that it makes our special resources have an economy of scale to them we might not have had.

But, at the same time, it does place a burden on these counties, not only in terms of educational resources. Several of the mothers have children who died. Children who die cause a great deal of impact on teachers and classmates and community services. The county asked for three additional social workers just to deal with death and dying in the classroom.

Having told the story of Anne Arundel County, I wonder if the Chair, as we consider this legislation, will pay particular attention to the special needs child in the military in all school districts, and where they are a compassionate post, we provide additional funds that will certainly enable them to be first in line to get the funds.

I have no magical or effective solutions. But, you know, we did support a voluntary Army. It means we have married folks, and married folks present additional concerns in the impact aid area.

I just wanted to bring that to the Chair's attention. I do not know if Mr. Clayton would like to add to that, but I would presume this would be an issue he would like the Committee to explore further in terms of its funding and its mechanisms.

Senator PELL. It is a very real problem, and the Committee is aware of it. I am not sure of the solution, but it is a real problem. I think it is a particular problem in Maryland where I believe you have more than your average percentage of compassionate assignments made.

So what we need to do is to figure out how to resolve it.

Senator MIKULSKI. We thank the Chairman for his interest in this, and maybe DOD has to come forth with a little bit here too.

Senator PELL. That is always a good idea.

Senator MIKULSKI. I knew it would strike a particularly harmonious chord with the Chairman.

Senator PELL. I would ask at this point that the record remain open for additional comments or questions that any members who are not here might put to any members of the panel, and thank the two panels for being with us. And I think we have had a good hearing both on magnet schools and on impact aid.

[Additional material supplied for the record:]

DEPARTMENT OF PUBLIC INSTRUCTION
CITY OF NEWPORT, RHODE ISLAND
02840
DR. VINCENT F. TRAINOR, JR.
SUPERINTENDENT OF SCHOOLS

TELEPHONE
OFFICE 847-2100

July 15, 1987

The Honorable Claiborne Pell
335 Russell Senate Building
Washington, D.C. 20510-6300

Dear Senator Pell:

As you are well aware, P.L.81-874, Impact Aid, has been a source of financial assistance to eleven school districts in Rhode Island. Without such reimbursement, the taxpayers of the City of Newport would surely experience increased financial hardship and/or reductions in educational services. For these reasons I ask your active support in the reauthorization process.

Having studied the recommendations for the reauthorization of Public Law 81-874 by the Board of Directors and membership of the National Association of Federally Impacted Schools, I am convinced that the proposal offers safeguards and benefits to recepients never before guaranteed by law. Not only are guaranteed "floors" estalbished for the Regular "a" and Regular "b" categories, but also special provisions are included to protect school districts in equalized states, co-terminous districts, 3(d)2(B), Section 2, and unusual geographical areas.

As always, your support and concern is greatly appreciated.

Very truly yours,

Vincent F. Trainor, Jr.

Dr. Vincent F. Trainor, Jr.
Superintendent of Schools

VFT:bd

MIDDLETOWN PUBLIC SCHOOLS
LINDEN SCHOOL
141 WEST MAIN ROAD
MIDDLETOWN, RHODE ISLAND

July 27, 1987

87 215

The Honorable Claiborne Pell
United States Senate
335 Dirksen Senate Office Building
Washington, D.C.

AUG 03 1987

Dear Senator Pell:

Middletown, Rhode Island, because of its proximity to the U.S. Naval Installation at Newport, Rhode Island, has a high impaction of federally-connected students residing within its boundaries and receiving elementary and secondary education.

The Impact Aid Law (PL 81-874) was designed to aid school districts impacted by federal ownership of property and their related activities. The Middletown Public Schools depend on this program for funding our basic education program. Currently, over eight hundred students or nearly thirty percent (30%) of our enrollment resides on federal property. Revenues from PL 81-874 provided over one million seven hundred thousand dollars or fourteen percent (14%) of our school budget during school year 1986-1987.

Recipients of impact aid funds annually face a struggle to keep budget and appropriation amounts adequate while keeping pace with inflation and changing conditions. This year we are especially in need of your assistance in the reauthorization of the Impact Aid Law (PL 81-874). Since the military presence on Aquidneck Island is expected to increase over the next few years, it is extremely important that this law be reauthorized with the provisions outlined in the enclosed material. You will find a great deal of useful information contained in the enclosed booklet. The first two pages provide an excellent overview of the impact aid program. Attached to the booklet is the package of amendments agreed on by the National Association of Impacted Schools and the Military Impacted Schools Association of which our district is a member.

The Middletown Public Schools currently expends about $4,000.00 in operating expenditures per student. I believe that we provide our students a quality education that meets the needs of today's society. While military parents and their children enhance our community by bringing varied backgrounds and experiences to Middletown, I believe that we provide, as a community and school system, an atmosphere and education that makes military life more attractive. While Middletown recognizes its role in the military defense of our nation, it should not solely accept the financial responsibility of funding quality education for military students. The intent of the Impact Aid Law is for the reimbursement of expenses necessary to educate those students living on non-taxable federal property.

The amendment pertaining to Section 6 is of particular interest and critically needed by our school district. It provides us with a means for dealing with financial shortfalls and rapid military expansion in our school district.

Please be assured that the Public Schools of Middletown, Rhode Island, need your help and support in reauthorizing impact aid with the amendments attached.

I am particularly happy that you will be working toward the reauthorization of the Impact Aid Law (PL 81-874). Your continued interest in education and in our school district's wellbeing is appreciated. It would be my pleasure to work with you and your staff in achieving a fair reimbursement program for our military students.

Sincerely,

Michael S Pinto

Michael S. Pinto
Director of Administrative Services

(NOTE: Due to printing limitations, and in the interest of economy, the documents accompanying this communication were retained in the files of the Committee.)

NATIONAL COMMITTEE FOR SCHOOL DESEGREGATION
167 North Linden Drive • Williamsville, New York 14221 • (716) 632-5773
Niagara Falls Public Schools, New York • Office • (716) 278-5800

Chair
[illegible]
Williamsville, New York
Executive Vice-Chair
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[illegible], New Jersey
Vice-Chair Membership/Finance
[illegible]
Lexington, Massachusetts
Policy Advisory Committee
[illegible]
Worcester, Massachusetts
Beverly Cole
Baltimore, Maryland
[illegible]
Montgomery, Alabama
Leonard Stevens
Cleveland, Ohio
[illegible]
Lowell, Massachusetts
Regional Coordinators
Region I
[illegible]
West Hartford, Connecticut
Region II
[illegible]
Buffalo, New York
[illegible]
New York, New York
Region III
[illegible]
Harrisburg, Pennsylvania
Region IV
[illegible]
Charlotte, North Carolina
Region V
Florence Johnson
Milwaukee, Wisconsin
[illegible]
Madison, Wisconsin
Region VI
[illegible]
Dallas, Texas
[illegible]
Baton Rouge, Louisiana

August 10, 1987

The Honorable Claiborne Pell, Chairman
Senate Subcommittee on Education,
Arts, and the Humanities
United States Senate
648 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Pell:

RE: STATEMENT FOR THE RECORD IN SUPPORT OF MAGNET SCHOOL ASSISTANCE

The National Committee for School Desegregation (NCSD) is pleased to submit this statement for the hearing record on the reauthorization of magnet school assistance.

NCSD has been vitally interested in federal funding to assist school desegregation since 1978 and has worked hard for the return of the magnet school program after the repeal of the Emergency School Aid Act (ESAA). NCSD's members include school board members, parents, teachers, school administrators, civil rights specialists, scholars and citizens who support the achievement of integrated educational experiences in our public schools.

At its eighth annual conference in St. Louis, Missouri, on March 7-10, 1987, the National Committee for School Desegregation adopted a resolution urging Congress to reauthorize the Magnet School Assistance Program at a minimum level of $150 million.

NCSD also endorses S. 38, sponsored by Senator Daniel P. Moynihan (D-NY), as an appropriate vehicle for reauthorization.

NCSD believes that the Magnet School Assistance Program has had several major national benefits:

1) It has been a key part of the nation's commitment to providing equal educational opportunities.

2) It is highly effective as a desegregation assistance strategy.

3) It has been the source of educational innovation and reform in many communities across the country.

4) It is also the Federal Government's only education program that fosters parental choice as a means to accomplish school reform and yet avoids the disadvantages of vouchers.

NCSD is convinced that this program not only deserves continued Congressional support but also is in need of significant expansion. Many school districts who are eager to begin voluntary school desegregation through magnet school programs cannot do so because the current authorization of $75 million will fund only 38 school districts in 1987. During the most recent competition, over 126 school districts submitted applications for a total of $250 million in project costs.

Unfortunately, under current law and regulation, no other school district will be able to receive a grant until 1989 since projects are funded for two years. To encourage the growing commitment to voluntary school desegregation in many communities, NCSD feels it is critical that Congress authorize at least an additional $75 million and make provisions to allow more school districts to apply in fiscal year 1988.

In addition, NCSD recommends that Congress authorize activities that will foster the dissemination of successful magnet school activities to school districts across the country.

Thank you for your interest in the needs of our school children. NCSD appreciates your support for magnet schools and looks forward to the passage of a reauthorization bill. Please call on NCSD if we can help in any way.

Sincerely,

Lillie P. W. Stephens
Lillie P. W. Stephens
National Chair

James V. McNally
James V. McNally
Vice Chair for Legislation

CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR
RAYMOND L. FLYNN

July 7, 1987

The Honorable Edward M. Kennedy
U.S. Senate
113 Senate Russell Office Building
Washington, DC 20510

Dear Senator Kennedy

I am writing to ask your help in opposing proposed regulations by the U.S. Department of Education that would deprive the City of Boston of its rightful share of Impact Aid funds for the Boston School Department. Specifically, I am referring to the proposed elimination of federally funded Section 8 housing as an eligible criteria for the receipt of Impact Aid funds.

In enacting Public Law 81-874, Congress sought to assist school districts that are financially burdened as a result of federal ownership of property, federal presence or federal activities. As a number of court cases have documented, Section 8 housing is assessed at a far lower valuation than market rate housing. Further, a number of federally-financed Section 8 projects in cities like Boston have gone into foreclosure, leaving cities to negotiate with the U.S. Department of Housing and Urban Development for a portion of back taxes owed.

Clearly, while Section 8 is a necessary and important resource for low and moderate income families, acceptance of this housing entails both a revenue loss to the city and a special obligation to provide decent education for the children of Section 8 families. Impact Aid has been and must continue to be the resource that compensates cities for these commitments.

BOSTON CITY HALL • ONE CITY HALL PLAZA • BOSTON • MASSACHUSETTS 02201 • 617/725-4000

We are doing our best in Boston to provide our school system with the necessary resources to assure a quality education and a range of opportunities for our young people. Your help in urging the Department of Education to withdraw these regulations would be greatly appreciated.

I am enclosing for your reference, a background document prepared by the National Association of Federally Impacted Schools, which details our arguments against the Department's proposed regulations.

Again, thanks for your help.

Sincerely,

Ray Flynn

Raymond L. Flynn
Mayor of Boston

Enclosure

Senator **Pell**. I herewith adjourn this hearing.

[Whereupon, at 11:48 a.m., the subcommittee adjourned, subject to the call of the Chair.]

J. 79-214 1-21-88 PR.041

MAGNET SCHOOL ASSISTANCE/IMPACT AID PROGRAMS

WEDNESDAY, AUGUST 26, 1987

U.S. Senate,
Subcommittee on Education, Arts, and Humanities,
Committee on Labor and Human Resources,
Farmington, UT.

The subcommittee met, pursuant to notice, at 9 a.m., at Davis County School District Administration Center, 45 East State Street, Farmington, UT, Senator Orrin G. Hatch presiding.

Present: Senator Orrin G. Hatch.

OPENING STATEMENT OF SENATOR HATCH

Senator Hatch. I am happy to call this hearing to order and am grateful to have all of you here this morning. This is an important hearing, especially to our state, and to other states in similar situations.

Ladies and gentlemen, this morning's hearing is on the reauthorization of Public Law 81-874 and Public Law 81-815. Together they are the federal government's Impact Aid Program.

I am very pleased that my distinguished colleague and Chairman of the Senate Education Subcommittee, Senator Claiborne Pell of Rhode Island, has selected Utah as the site for this field hearing and has requested me to chair this hearing. We have a member of his staff here with us and we are very grateful to have her with us.

With Senator Pell's extensive background in education issues, he is known as "Mr. Education" back in Washington, D.C., along with Senator Stafford. Senator Pell knows how important the issue of Impact Aid is to Utah and other states across the nation for ensuring a good public education to our children.

Before we begin this testimony today, I would like to welcome all of you here, and just say a few words. First of all, since most of us in this room are from Utah, and we tend to be a little more relaxed and less formal than in Washington, I hope that you all enjoy this morning's hearing and I hope we can conduct it in a relaxed atmosphere.

Next, I know that this is an especially busy time for teachers and other school personnel because you are preparing to open our schools for the coming school year. I'm particularly pleased that those of you involved in those activities can take the time to be with us this morning.

There are also some folks present who are not witnesses whom we are very happy to have with us. I would like to recognize them now and thank them for coming. Many of them have been of considerable assistance in setting up this field hearing. I hope I won't miss naming any of you. If I do, perhaps at the end of the hearing there will be time for you to let me identify you later in the hearing record.

Some of the people I would like to acknowledge are:

Dr. Thomas R. Shipley, Executive Director, National Association of Federally Impacted Schools. He is here from Washington, D.C., where he has been most helpful in preparing for this hearing.

Mr. Frank Mohlman, President of the Tooele County School Board, has been the "point man" in Utah for organizing this hearing.

Mr. Richard Kendell, Superintendent of the Davis County School District, has been most helpful and is our host this morning.

With Mr. Singer from San Juan County School District, we also have Mr. Kent D. Tibbetts, Business Administrator, and Mr. Herb Frazier, Principal of the Mexican Hat Elementary School.

We also have with us, Mr. James Campbell, President of the Utah Education Association and Mrs. Pat Hales, from the Utah P.T.A.

So we are happy to have all of you here.

Let me now call upon our witnesses and have them come forward to their places at the witness stand. They are Dr. James Moss, Mrs. Sandra Shepard, Mrs. Connie Llewellyn, Mrs. Shirley Olson, Mr. Lewis Singer and Mr. Jay Taggert.

I believe that Mrs. Llewellyn and Mr. Singer may have children with them. If so, why don't you bring them up and have them sit behind you? We would be happy to hear from them too, if they would care to participate.

The legislation we will be discussing this morning is the Impact Aid Program. It is one of several federal aid programs to assist elementary and secondary education which Congress will reenact, or reauthorize, this year.

As most of you know, Impact Aid is the federal education program which reimburses local school districts for the "impact" of federal activities in those districts, i.e., for the reduction in local tax revenues necessary for education purposes caused by the nontaxability of, for example, federally owned property or federal employees' salaries. This revenue loss is compounded by the fact that many federally connected families have children attending local schools.

Utah is one of the most heavily "impacted" states in this nation. Fourteen percent of Utah's school children are connected to activities of the federal government within this state. We have military installations in Utah. We have many federal civilian activities in the state. We have Indian children, needing education, living on reservations. The federal government owns two-thirds of the land in Utah. These are all ways that the activities of the federal government directly affect or "impact" Utah.

Besides providing for compensatory payment for federal ownership of property, Public Law 81-874 compensates school districts for educating federally connected children. Part "A" children are those whose parents both live on *and* work on or at federal property or projects. Part "B" compensates school districts, although at a lesser rate, for children whose parents either live *or* work on or at federal property or projects. There are also increases in the compensation for Indian children, for handicapped or special education children, and for districts which have very large numbers of either "A" or "B" children.

Public Law 81-815 is the second Impact Aid law. It provides construction and maintenance funds for the schooling of these children. It is a smaller, but nonetheless important, program.

There is an important reason for our hearing this morning. I am concerned, the Congress is concerned, because there are excessive complexities in the operation and funding process of the Impact Aid Program. Many of us are also concerned because this program is not funded at anywhere near its authorized level. In fact, the money received buys less and less each year. The constant dollar value of the federal funding of this program declined almost 59 percent from 1966 to 1985. Furthermore, in Washington, D.C., one administration after the next—despite the conclusions of every study made of the Impact Aid Program—has proposed eliminating all federal compensation for the "B" Impact Aid student. This proposal is made despite the already lesser compensation rate for these students.

Let me give all this a Utah perspective. In 1986, Utah received almost $7,800,000 in Impact Aid. Almost half of this amount was to compensate school districts for the presence of "B" students. Ninety percent of Utah's federally connected students are "B" students. Furthermore, school districts with less than 20 percent federally connected children receive compensation for the costs of educating these children at a greatly reduced rate. I have seen calculations which estimate that, if the federal government had fully paid its Impact Aid obligation in 1986, Utah would have received $13 million more for its "A" children and $19 million more for its "B" children. That means Utah, in 1986, lost approximately $32 million in reimburseable education costs. That is a hefty sum.

Of course, this is a time we in Washington must be particularly careful with the federal taxpayers' dollar. So none of the "impacted" states, even Utah, may be able to receive the full sum they might claim from the federal government for educating federally connected children in our states. But, we do need to consider what portion of the responsibility of educating these children it is legitimate to ask the federal government to assume rather than putting the whole burden on the state and local taxpayers. That's one question at issue in today's hearing.

Let me quickly list some other issues I believe our witnesses will be discussing in their testimony:

Is there a legitimate federal responsibility for the "B" category student? Can seriously underfunding the Impact Aid Program eventually prevent ensuring federally connected children the quality education to which they are entitled? Is a sound Impact Aid Program necessary to the morale of our armed forces, to maintain an all-volunteer service? Is it, thus, critical to our national defense? Is the Impact Aid program fulfilling its responsibilities to two special categories of children, to Indian children and children requiring special education?

I am certain that the testimony of our witnesses will provide some answers to these questions for me, and for the Senate as a whole, as Congress reauthorizes federal elementary and secondary education programs, including Impact Aid, this fall.

Now, I would like to hear from our panel of witnesses. If you will, please try to limit yourselves to approximately five minutes. We would like to be able to get through the testimony of all of the witnesses and then we will have questions for all of you. We will put your submitted written testimony in the record as if read.

I am doubly pleased to introduce our first witness for today's hearing on the reauthorization of the Federal Impact Aid Program. He is Dr. James R. Moss, Utah State Superintendent of Public Instruction. He is also an old friend and we are proud of the work that he has done and the impact he has had in our state. I would just like to say to you, Dr. Moss, thank you for the excellent job that you are doing in our state as Superintendent.

Jim, as I understand it, you are going to give us a snapshot of the importance of this particular federal program for public education in Utah.

STATEMENT OF DR. JAMES MOSS, UTAH STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, SALT LAKE CITY, UT

Dr. Moss. Thank you, Senator Hatch. I am delighted to be here and first of all, let me express the appreciation on behalf of those of us in education in Utah for your support of impact aid and your general understanding of the needs that we have in Utah.

It is an honor to represent the Utah State Board of Education and public education in general in this most important matter before your Subcommittee on Education, Arts, and Humanities. I have very serious concerns over impact aid reduction proposals being promulgated by the administration. I am hopeful that the Senate will at least approve the level of federal impact aid funding which was passed by the House of Representatives on August 5th.

Utah is a state that has always placed great emphasis on the importance of public education. This emphasis has included an extremely high tax effort in behalf of education in this state, but as you know, due to current, negative financial circumstances, the operating expenditure per pupil in this state is the lowest in the nation. As we compare Utah with other Intermountain states we find that, for example, Wyoming ranks 4th in the nation in its per pupil expenditure, Colorado 14th, Montana 16th, and New Mexico 29th. The United States has averaged about $3,800 in recent years, and we're down to 51st with just over $2,000. It's 38 percent less than the national average. That has a great impact, of course, on our ability to provide a quality educational offering to the students of Utah. Any reduction in federal funds, especially impact aid has devastating consequences for funding the public education system here.

I should also add on behalf of the State of Utah that during the recent years—the last seven years—we have had, after legislative appropriation, to face nearly $45 million in legislative reduction to our educational funding, and over $18 million due to shortages, for a total that comes to about $67 million in lost revenues. Considering the possibility of placing further reductions in federal funding, I think that all of us in this room would agree that it would have devastating consequences for the State of Utah.

Utah depends primarily on the income and property taxes to finance public education. Since the majority of land in Utah is under nontaxable federal ownership, an increased tax responsibility for public education must be assumed by the citizens of our state. The federal government should be expected to assume a reasonable share of the education funding in this state if it controls these nontaxable lands. In fact, I believe that the federal government has a greater responsibility for financial assistance in states which have significant percentages of federal lands.

According to our figures, in the 1986 fiscal year we received over $7 million in Public Law 874 federal impact aid. Since the aid is received in a very concentrated way by school districts which have high federal employment, any type of reduction would also have concentrated, negative impact upon these school districts.

Let me just share with you the kind of things that would happen if we had a significant reduction in federal impact aid. As you know, the federal impact aid flows to the general revenues of the districts. It is very flexible and therefore enables them to utilize it in the most efficient ways. We are very proud of the fact that we do have, I believe, the most cost-efficient school system in this country. We do more for less than any other state. And we are proud of that. But there is a limit to our ability to respond to the needs of our students and our teachers and our administrators.

As we look at an $18 million reduction we faced last year through legislative reductions, I would share with you the kind of things which school districts had to reduce to show you the potential impact in the loss of $7 million in impact aid we received last year. We have to reduce $2.5 million, for example, in very basic operating expenses for our regular programs, staff and administrative costs. Our maintenance and operations reserves were reduced about $5 million. Many of our school districts, including some who are receiving substantial impact aid, have dangerously low levels of maintenance and operations reserves.

We have approximately one-fourth of our school districts that are actually close to or operating in a deficit position, which is unconscionable in a state that prides itself on giving support to education.

In addition to the concerns for the regular programs, some of the great reform efforts that we are trying to make in Utah, such as our career ladder program, outcome-based education, movements in enrollment, and our gifted and talented programs have been dramatically affected. Over $100,000 was lost from the outcome-based education program and over $2 million from the professional career ladder program, and so the reform efforts that we are trying to make to improve the quality of education would be dramatically affected.

Finally, the impact would be felt in terms of our class size reduction. We lost about $150,000 last year due to some legislative cuts just in trying to make some efforts to have reduction in class sizes. As you know, we have the largest classes in the nation with approximately 24 students per class, significantly larger than other states have. If we were to lose that impact aid we would have to increase the size of our classes, thus impacting the quality of education that we have in those classrooms.

Now, I have shared with you, Senator, a chart that identifies the seven school districts in Utah that receive the largest amount of federal impact aid. It should be noted that Box Elder, Davis and Weber School Districts, even with those assisted funds, are below the state average expenditure per pupil, which in turn is the lowest in the nation. It should also be noted that all of those school districts, with the exception of San Juan, are significantly below the national average in operating expenditure per pupil.

Now, an area of critical importance is increasing, or at least maintaining, the funding for "B" children. As you have indicated, this area of impact aid to school districts has been seriously eroded over the past seven years. Even though these eligible families contribute to some state school tax revenues, they do not compensate for the cost of public schooling for their children. The loss of state tax revenue from these families is compounded by severe reductions in federal funding for the "B" children. This serious inequity needs to be corrected by restoration to pre-1981 funding levels.

Federal employment impacts are very serious for a state like Utah. Such employment, combined with federal installation results in an increased number of school-age children without the normal tax base that would accompany these families. This is especially true in the case of federal armed forces installations where military and civilian personnel may live on a base and purchase items in a federal store. The result of residence on a federal base is a loss of property and sales tax and may also result in loss of state income taxes.

I am deeply concerned, Mr. Chairman, about the loss or potential reduction of impact aid for the reasons that I have cited, therefore respectfully request, on behalf of public education in Utah and other states that are similarly affected, that consideration be given to significantly increasing the federal funds to states such as Utah that have a very high percentage of untaxable federal lands.

May I just add in conclusion, Senator, we are attempting, as much as we possibly can, to extend the tax benefits of this state and the federal funds that we receive to all students. It would be my hope that the federal government would recognize that although there are significant challenges we face on a federal level, that in this particular area, on the basis of equity and quality concerns for education, federal impact aid would not be reduced, but would at least be funded on the level that the House of Representatives approved it for, if possible.

Senator HATCH. Thank you very much, Superintendent Moss. I just want to say that I understand and agree with your request for adequate funding for impact aid. I think that our two staff members, who are very influential on the committee, are with me and have listened with a great deal of commitment. It is very hard for other people from other areas to imagine how our state, which is 70 percent owned by the federal government, how we can maintain an education system with the government being the largest employer in the State of Utah.

Mr. Moss. We are doing everything, I believe, that we can. The level of funding that we have provided for education, the impact of taxes on our individual families, is stretched about as far as it can go. We simply do not have the ability to raise additional funding. In large part, that is because of the federal presence here in Utah.

Senator Hatch. That's right.

Mr. Moss. And we feel it is only equitable that they compensate us for——

Senator Hatch. That's right. I think a major point is that our state, Utah, has had a long-standing tradition of a significant self-taxing effort in order to support public education. It is continuing. But the base from which we raise state and local revenues has been greatly diminished by the federal government, by, for instance, the nontaxability of the majority of land in Utah. It puts a tremendous pressure and burden on us. We have a large number of children that must be educated, with, I guess, the highest birthrate in the nation. And, of course, we have as well those children who are connected with the federal government and federal lands within the state. We are glad to have these children and their families with us here in Utah. Nevertheless, I think the federal government should meet its responsibilities in assisting other Utahns in educating these federally connected children. That is one of the things that I think your excellent testimony brings out.

I would like to restate one fact: illustrating your testimony about how the federal government is sharing less and less of this responsibility. I will give it a national perspective: In constant dollars, the federal outlays for both programs, for Public Laws 81-874 and 81-815 declined 58.4 percent from 1966 through 1985. That is something that we just can't ignore.

I thank you for your testimony, and certainly appreciate it. I shall have some questions for you later.

Our next witness is Sandra Shepard. She is a teacher in Tooele County. In Tooele County, the federal government owns much of the land where many of our federal civil servants work.

Mrs. Shepard, I believe you are going to tell us some of the problems that you and your fellow teachers, school superintendents, and administrators face as a result of having a significant number of federally connected students, be they children of federal Civil Service employees or of military parents in the classrooms. We are happy to turn the hearing over to you at this point.

STATEMENT OF SANDRA SHEPARD, TEACHER IN TOOELE COUNTY, UT

Mrs. Shepard. Thank you, Mr. Chairman.

I wish to take this opportunity to express my viewpoints on the federal Impact Aid Program and how it affects me as an educator in the public school system. I am an elementary school teacher of 15 years. I have taught in the Salt Lake and Jordan School Districts and have spent the last eight years teaching in Tooele. I simply note here that eight years ago, when I transferred to Tooele their impact aid amounted to over $1 million and they were first in the state for salaries. It was favorable at that time to recruit quality teachers and offer them isolation pay in Wendover, Ibapa, and

Dugway. They were the second largest county in the state to service. We received approximately $700 million from the program last year and now rank sixteenth in the state. Directly or indirectly, impact aid has already taken an affect on my salary. I am here today to add my support to the continuation of the Federal Impact Aid Program.

I am sure many of you are familiar with the "Thom's Kids" case study, but I would like to expand on the hypothetical data from that study and relate a little more on how I feel his family's part in the Impact Aid Program affects educators. First, a little background on the case study I have referred to.

Thom's family moved into a new school district where his children entered the public system. He had four children who would acquire 13 years of schooling apiece. Public education would provide 52 years of service to them. At $3,000 per year, that would be $156,000 in expended public funds. State aid and other federal programs would provide 50 percent of the needed revenue to educate his children. Therefore, the district would be responsible for $78,000. Assuming Thom's stay in the district for 50 years and pay $700 per year in real estate taxes, and assuming all of it would go into public education, he would pay $35,000 into county revenue. He would have a short-fall of $43,000.

The study goes on to show how Thom begins his career in the community as a mechanic on a privately owned airport. The federal government then purchases the airport, but continues to employ Mr. Thom. Eventually he decides to join the Air Force and continues on now as a government employee. Had he worked solely at the privately owned airport for his entire career, the $43,000 shortfall would have been raised through taxes on the business. The question was then raised, "Who would now invest the necessary dollars to provide Thom's family's education?" I must stress that as long as a proper balance between business, industry and residential taxes from properties which generate no public school students was maintained, Mr. Thom's monetary education obligation would have been met.

It is here I would like to interject my own hypothetical part of the story on how Thom's family might also affect teachers in the classroom.

Thom's family decides not to live in the same community for 50 years, which is not surprising in the society we live in today. He is with the Air Force and will be transferring to Tooele County. It is mid-school year and the children will have to be taken out of school and moved to new surroundings, but the family decides the relocation is for the best.

Their four children range from kindergarten through 11th grade and will attend three different schools in Tooele. Their second child, Jamie, is assigned to me. I hear all about four children in the family and report back to you on how each one is placed.

Cammie is in kindergarten. She is a delightfully average student. Her new teacher must provide scissors, crayons, paper, books, testing and placement in the right programs for Cammie. Her teacher has received five new students since September, three of which are with the military. She is sure she can provide the necessary time it takes to place a new student, but admits that last spring when she ordered all of her materials she was allowed budget money for 24 students, not the 29 she now has. She thinks she can borrow some supplies from the teacher next-door who has lost a couple of students due to military transfers.

Jamie is the next child in the family. Mrs. Thom reports to me that she has a speech problem and is a little slow but such a sweetheart. A sweetheart she is, and mom was right on target about the other two problems. Our speech teacher would like to test her in two weeks when he has a scheduled opening, but is sorry to report that he visits four schools in the county, remember Wendover Elementary is 100 miles away from the school that I teach in, is overloaded already and has no available time to add new students. He could get her in next fall, however.

I have a little more luck with the resource program. When Jamie's records get here, sometimes taking one to six weeks or more, from her last school and they can see what educational program has been written for her, they can adjust her program to fit our resource program. In the meantime, they can make a call to her last school, meet with her parents, and do some of their own testing to place her appropriately. They have a 9:00 a.m. slot open for 45 minutes a day to meet with her. Of course, this is right during the time she needs to be in my class reading, but I will adjust my daily teaching schedule and meet with her later in the day to accommodate her resource time.

I now only have nine other subjects to go through and test her in and make a placement. Her last class was moving a little slower than I am in the math program and she has finished the science text that I have just started. But we will all adjust and Cammie will settle in soon.

Mike is Thom's third child and will attend the junior high. We are on a different scheduling here so he will be coming in to six different teachers' classrooms partway through the term. Each teacher's grading system will have to be adjusted for past work and information he has missed. Three of his teachers report that they have no textbooks for him. The principal assures Mr. Thom that he has ordered two of them and one can be shared with another student.

Mike plays an instrument and would like to be in the school orchestra. However, there is no orchestra program. All of his teachers take time to find out where Mike is academically and what he needs to do to catch up for the term. Their hopes are to fill in the gaps for him before national norm testing in May. Each of those teachers will be responsible for how students perform on the test, whether the student enters the school system in September or April.

Sherryl is the oldest child in the Thom family. Through placement testing and meeting with the school counselor, we find she is a very gifted student. She has had many advanced placement classes in her last school and hopes to continue on with her educational pursuits.

[Note here that Tooele student enrollment is about the same as Murray School District. They have one high school to serve the entire district, one building to maintain, one principal, one staff, et cetera. Added services for the students can all be brought to one building. Tooele County, because of its size and community location, has four high schools. That means four principals, four staffs, four buildings to maintain and special services must be divided and limited because of the number of students in certain programs, travel time, available specialists, et cetera. One of our high schools primarily services students in the "A" and "B" category.]

Advanced placement classes have been limited because of funds, but Sherryl will be placed according to her needs. One teacher states that if they put one more student in his class he will have them sitting in the hallway. Again, grade adjustments, finding out what Sherryl has been taught, and what classes she now needs to be offered are all time-consuming tasks for her teacher. Once she is placed, principals, counselors, teachers and staff will need to make sure that she is offered the best education possible.

The full taxpayers in the community, parents of qualifying "A" and "B" students, the educators in the classroom, and the administrative staffs in the district all expect the best education possible for the Thom family. And I would most certainly expect that because of the large amount of federally owned land in Tooele County that cannot be taxed and because of the approximately 3,500 qualifying "A" and "B" students, the federal government would also continue to accept their monetary responsibility to these students through the Federal Impact Aid Program.

In closing, I would like to present a few questions for you to contemplate.

First, and most important, without impact aid in a district such as Tooele, who will provide the added revenue if we do not continue to receive federal dollars? Will it be the taxpayers of the counties responsibility to cover costs for those who do not fully meet their revenue obligations? Will it be the obligation of my teaching salary to cover the loss of funds? Will it be the lack of supplies in the hands of every student I teach in my classroom? Fewer books, pencils, paper and individual teacher time? Or will it be the lack of services for special needs of many students that I am responsible for? No speech teacher for a child with a speech problem? No placement testing for the new student in school? No resource program or advanced classes for the slower learner or gifted child?

Or will it be the responsibility of the federal government, who has placed the financial burden on the local school district's ability to generate sufficient revenue from federal land to educate their children, and to provide the essential dollars through impact aid through districts who qualify for this much needed revenue?

If I were to present this as a problem-solving experience to the students in my classroom, I am sure there would only be one acceptable answer: The federal government needs to continue to be responsible for impact aid.

Thank you for your time and interest in my point of view.

Senator HATCH. Thank you, Mrs. Shepard. I shall have some questions for you later.

You have made quite clear the financial and personnel burden on the local communities and the state as a result of federally connected children who are served by the Impact Aid Program. The federal government, it seems to me, also ought to be able to fulfill its responsibilities to you and your fellow educators to aid us and help us via the Impact Aid Program.

Your testimony shows that neither you nor your fellow educators shy away from taking care of these children. I am very impressed by the fact that in your testimony, each time you mention a problem which can be caused by the presence of an Impact Aid student, you tell how the problem can and will be solved.

I think that is a wonderful spirit of dedication and commitment to education. I want to thank you and your colleagues and all of those who serve in our school system throughout Utah directly for that dedication and service. We all know how much it means to the parents and to the children who benefit from people like you who give this kind of effort. We appreciate that. Your testimony will be made part of the record.

Our next witness is Mrs. Connie Llewellyn of Hill Air Force Base, Utah. Two of her school-age children need special education and related medical services. The Impact Aid Program provides a 50 percent supplement in funding for federally connected children requiring special education.

Hill Air Force Base is a "humanitarian and hardship duty station." These posts have facilities in the area which can provide special education and other "compassionate services". This means that families with children requiring special education may be stationed at such a post in larger concentrations. For instance, 10 percent of the children in the Davis County School system from Hill Air Force Base require special education. However, those additional services are expensive, and a concentration of federally connected children requiring these services can be an additional heavy tax burden on the people, the taxpayers, in that community and, I might add, on the state, when the federal lands or federal employees' salaries cannot be taxed.

According to Utah state reimbursement rates, the cost for a child who requires a "self-contained" program of special education, that is a program in which the child must remain with one teacher throughout the full school day, costs four times the regular school child's classroom costs in Davis County. It is only slightly less than that in Tooele County, where it is three and one-half times as expensive. The average of all special education children's costs is approximately 60 percent more expensive in Davis and 43 percent more expensive in Tooele County.

Now, Mrs. Llewellyn, I know that you are from Utah and did not request to be stationed at Hill, which is a humanitarian and hardship duty post. But I know that there are military families who do request to be stationed at Hill and similar posts throughout the nation for that very reason.

Mrs. Llewellyn, I understand that you have two of your children with us here today. Would you like to introduce them and then, please, give us an idea of what the special needs of your children have been, their special problems and related services they require?

STATEMENT OF CONNIE LLEWELLYN, STATIONED AT HILL AIR FORCE BASE, UT

Mrs. **Llewellyn**. This is my son Shawn, and he had a hard time being born. Due to that he was born retarded.

This young man Tracy at 19 months developed seizures and lost the ability to speak, and they both started school at 4 years old and have been receiving special services from that time.

Senator **Hatch**. Mrs. Llewellyn, that's added a great touch to this hearing. I appreciate your bringing your children here.

Do you have anything else you would like to say?

Mrs. **Llewellyn**. Yes. I have learned to fight for my kids. I've had to do a lot of fighting both militarily and schoolwise for them.

My son Shawn, he has a lot of behavioral problems that we go through with him, at different age periods to where the behavioral problem is very dangerous.

When my younger child Tracy is around my older one Shawn and were going through this situation, my son Tracy gets very emotional and very upset. So it affects the whole family. And because of the behavioral problems we have had to have psychological help for both the family and Shawn individually. We have had to have speech therapy for both of them, physical therapy, occupational therapy, without the program that the district has available. We just couldn't afford it for our children because as military people we do not get very much income. And the military has it set up so that the children can get these special services, but they have to go through a whole bunch of testing which is the same as school testing and then it is only provided on a pediatric level only if they have this available and then it is from the income and CHAMPUS As well and it is just overwhelming, the expenses that we have to go through.

I just don't know where my children would be had it not been for the special services they have received, because my younger child would not be able to talk. And I just want you to know that military people on that base, if they are not officers, they receive income but they can apply for food stamps and receive food stamps also. That is how low the income is. I know it sounds crazy but it's true.

We have received SSI for our boys which is government funded and we have also been eligible for food stamps under that SSI program. We do not take the food stamps because I feel that there is someone out there that needs it more than we do. But that tells you the kind of income that we're on. And for them to take the money away from the district, it just is not feasible.

You know, there is no way they can do that because without the district I don't know where we would be, and, you know, I just would like to say that in Shawn's class, my oldest boy's class, there was a child in there that had a seizure every 15 minutes and in that classroom there needed to be an aide all of the time. It's just not safe otherwise. And on the bus there are several children that have seizures on the buses.

Now, my child, my littlest one, has seizures that are not stoppable, and that means they go on one right after the other and he has had a cardiac arrest with these seizures. And without an aide on the bus with him if he was to have one of these seizures on the bus, the bus driver couldn't pull over the bus and take care of him immediately like it would be necessary, so there has to be an aide on the bus with the child. And my child is not the only one that has the seizures that are life-threatening.

So it is just so very, very important that we have the aides that we have and to just say, "Well, this classroom doesn't need the aide because the teacher only has ten children," that's not true. You come in contact with life and death situations with them at least once a week. And it's that important. Without the money the district would have to cut the amount of aides and therapist that are so vital to our childrens' well being.

I would like to thank you for giving me the opportunity to speak. I was given some figures yesterday that there are approximately 265 children that received the services last year that live on the base. So just to give enlightenment to you on that, that's about all I have to say.

Senator HATCH. Thank you. I am very proud of you and your family and your boys are really handsome young men.

I am glad that all the communities here in Utah have been able to help you and your family in its need. I sincerely hope that the reauthorization of this particular program will ensure that the federal government bears its fair share of helping you and others in Utah in supporting their families. It's important.

I was moved by your children's story. I think that it is so helpful to have people like you testify so that good people back in Washington, D.C., understand just how bad this problem is. I think it is difficult for senators from other states that have very little federal ownership of land to understand how overwhelming it is when a state is 70 percent owned by the federal government and has almost no tax base as a result.

Thank you for being with us.

Our next witness is Mrs. Shirley Olson. Mrs. Olson is an education team manager with the National Military Family Association. That is an association dedicated to promoting policies which will improve the lives of families of those who serve in our nation's armed forces.

Mrs. Olson is the only non-Utahan who is testifying here today. But we in Utah all know how important national defense is and how critical to that defense is the morale of those who serve in our armed forces. So, we are particularly pleased to have you with us today, Mrs. Olson, and look forward to taking your testimony.

STATEMENT OF SHIRLEY OLSON, NATIONAL MILITARY FAMILY ASSOCIATION, ARLINGTON, VA

Mrs. OLSON. Thank you, Mr. Chairman, for this opportunity to testify on behalf of the military family. I request my full written statement be made part of the record.

Senator HATCH. Without objection, that will be made part of the record.

Mrs. OLSON. The National Military Family Association wants to especially thank you, Mr. Chairman, and the Committee for your interest in and support of impact aid for military children.

National Military Family Association's staff is all volunteer; we are military wives and mothers. The education of our children is of paramount importance to us.

The current military force is better educated than ever before. Department of Defense figures for fiscal year 1985 shows 93 percent of new recruits have high school diplomas, compared to 75 percent of the general youth population. The current military force is also a more married force. Seventy-five percent of officers and 60 percent of enlisted members are married. These military families have over 550,000 children in school systems all over the United States.

Military families are dedicated, highly motivated and willing to make numerous sacrifices in order to serve our country—we will live in remote and sometimes hostile environments, endure long periods of family separation and go into debt when stationed in high cost-of-living areas without adequate compensation. In addition to the demands placed on our children by this unique lifestyle, they are faced with having to continually change schools, friends, teachers, curricula, textbooks, and cultural environments.

Our special needs and handicapped children are often devastated by these changes in their home and school life. Department of Defense figures for 1986 identify 6 percent of our military population have one or more handicapped children, compared to the national average of 10-11 percent. The Army is the only service with mandatory identification of special needs for its families through the Exceptional Family Member Program. National Military Family Association urges expansion of this or a similar program to the other services to better meet the needs of our handicapped children.

Military families are well known for their active participation in community life. We are Girl and Boy Scout leaders, Sunday School teachers and sports coaches. You will always find us volunteering in the schools and active in the P.T.A. We are concerned for the education of our children, and the children of our civilian neighbors.

When schools must curtail services, lose faculty and even close their doors because of lack of impact aid funding—and this has and is happening—we, as military parents, are acutely aware of the presence of our children has contributed to this problem. Whether we live on or off base, the military family does not pay its full share of local school funding. Impact aid was authorized in 1950 to compensate for this short-fall. Since 1970, when proration of funding was introduced, the financial gap has widened, placing more of the burden on the community to meet the budget. This, in turn,has produced tension and negative relations between the military and civilian communities. Senate Bill 1620, with amendments, will go a long way to alleviate this impasse.

Military families do not want to continue to be a burden on their community's educational system. If our children are denied an adequate free public education, and if we must continue to endure negative relations with our civilian neighbors, we may decide the sacrifices are indeed too great.

Thank you, Mr. Chairman. I will be happy to answer any questions.

Senator **Hatch**. Thank you, Mrs. Olson. I think your testimony helps to point out the difficulties that you, the military families, go through despite the contributions that you make. Thank you for being with us.

[The prepared statement of Mrs. Olson follows:]

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Testimony on

Impact Aid

given to the

Committee on Labor and Human Resources
Subcommittee on Education, Arts and Humanities
United States Senate

in a

Field Hearing
Farmington, Utah
August 26, 1987

by

Shirley Olson
NMFA Education Team Manager

Not for Publication
Until Released by
the Committee

The National Military Family Association (NMFA) is a volunteer, non-profit organization composed of members from the seven uniformed services, active duty, retired and their family members and survivors. NMFA is the only national organization whose sole focus is the military family and whose goal is to influence the development and implementation of policies which will improve the lives of those family members. NMFA welcomes this opportunity to express our views on Impact Aid.

Twenty-six hundred school districts receive Impact Aid. Of these, 1330 serve military dependents. A total of 550,300 military children are educated in these districts.

The military family is dedicated, highly motivated, and willing to make numerous sacrifices in order to serve our country. The military family knows that death or injury, in the line of duty, is always possible. The military family is willing to live in remote, sometimes dangerous areas of the world where the local culture may be totally at odds with the American way of life. The military family endures long periods of separation, subsidizes a substantial part of its government-ordered moves, and goes into debt when ordered to live in high cost-of-living areas without adequate compensation.

The present military force is all volunteer; the individual members are willing to serve their country. The force is better educated. FY 1985 accession figures show 93% of all DoD recruits had earned high school diplomas. The force is also now married. 75% of officers and 60% of enlisted members are married. It is therefore obvious why a quality education for their children is of prime importance to military families. They make sacrifices for that education. Recent surveys show that military families endure long commutes and substandard or extremely high cost housing to assure a proper education for their children.

2/3 of the military force live off base in local civilian communities. The presence of federal activity in these communities not only increases enrollment and educational costs but also reduces the tax base. The operating funds for school districts are derived from a combination of state, federal and local revenues. A large portion of the local revenue effort is obtained from assessed valuation in the district. In highly military impacted school districts, the assessed valuation, per student, is among the lowest in their individual state. For example:

The assessed valuation, per student, in the Fountain - Fort Carson School District is the lowest in the State of Colorado.

District assessed valuation, per student	$ 5,680
State of Colorado assessed valuation, per student	$36,380

The Douglas School District in South Dakota has the second lowest assessed valuation in the State.

District assessed valuation per student	$ 7,808
State average	$56,039

In Groton, Connecticut, in the period 1984 to 1987, the local appropriation effort required for the school budget has increased $3,876,480. This equates to a tax rate increase from 9.4 to 15.4 mills to meet the necessary revenue. The local taxpayers are therefore bearing a large portion of the cost for these military students.

The presence of a federal activity also reduces the ability to generate local taxes by:

- removal of land from tax rolls

- loss of personal tax revenues by provisions granted the military members through the Soldiers and Sailors Relief Act.

- the loss of some sales tax

In Colts Neck, N.J., the expansion of the Naval Weapons Station Earle has been interrupted by civil suit action. According to the township, the additional housing units planned would increase the number of students almost 83% in a year and a half. Presently, Colts Neck spends $5,300 per year on each student's education. Federal impact aid funding would offset the cost of the additional Navy children only $2,400 per child. The remaining costs would have to be paid by the Colts Neck taxpayers. Is it fair to ask the local community to make up the shortfall and strain military - civilian relations when this funding is a federal obligation?

In 1950, the federal government officially recognized the need for financial assistance to certain school districts with the passage of PL 81-874, commonly referred to as Impact Aid. Impact Aid was designed to ensure the free public education of military dependents. As Impact Aid has expanded, support for the education of military students has been reduced.

1951 - PL 81-874 implemented the support of education for military children.

1953 - The Law was expanded to include Civil Service personnel

1958 - The Law was expanded to include Indian students who were transferred from the Department of Interior.

1976 - The Law was expanded to include low rent housing students.

CURRENTLY, MILITARY CHILDREN COMPRISE ONLY TWENTY-SEVEN PERCENT OF THE TOTAL STUDENTS SERVED UNDER IMPACT AID.

Congressional authorization and appropriation for Impact Aid have not kept pace with increased program costs (see enclosures). As a result, many school districts are experiencing difficulties in financing even basic education programs. Frequent transfers, temporary duty assignments and disruption of the military family unit often create a need for special programs and additional services. The Department of Defense does not compile stateside statistics on the number of military children who are or should be enrolled in Special Education classes. It is, however, to be expected that their numbers would closely mirror the general population. These needs place added burdens on these districts trying to provide a comparable education for their students. The unique characteristics of the military family and the special educational needs of their dependents may force a district to choose between:

1. Providing programs and services for special needs and as a result
   DILUTING THE BASIC INSTRUCTIONAL PROGRAM FOR ALL STUDENTS.

2. Not providing programs and services for special needs and consequently
   FAILING TO PROVIDE AN ACCEPTABLE EDUCATIONAL PROGRAM.

Each year, the Douglas Board of Education (South Dakota) develops an expenditure budget in "FAITH" without any assurance that the majority of the revenue (56%) will be forthcoming. Is it fair to continually ask these districts to develop their budgets without the assurance that sufficient funding will be available to meet their obligations?

Impact Aid was fully funded until 1970. When the pro-ration of payments began, school districts highly impacted with military children have historically been faced with financial crises.

The Bellevue Public School District in Nebraska closed its doors, terminated 1/2 its staff and cut school programs

The Douglas School District in South Dakota closed in April due to lack of funds

Several states (Virginia, North Carolina, New York) have tried unsuccessfully to charge tuition for military children

Pemberton, New Jersey voted to bar children from nearby Fort Dix

Special legislation and supplemental funding were required to ensure a free public education for military children. Why is it that schools serving military children are the ones faced with closing or curtailing programs when funds run out before the school year ends?

The basic problem is that school districts whose budgets rely significantly on federal support through Impact Aid and are highly impacted with military children experience disproportionate hardships. If a local school district cannot support a free public education through no fault of its own and is forced to reduce its programs and in some cases literally close its doors, the military person ordered to that area will have to chose whether to turn down the orders and leave the service or put the future of his or her children in jeopardy by denying them an education.

If the Impact Aid program is not fully funded and re-authorized, the military family may have to face:

Disruption of the education of their children by school closings, attempts at tuition charges, and court litigations

Curtailment of educational programs due to staff and curriculum cuts

Tension and negative relations between them and the civilian population in the community

Declining morale of military personnel if there is a perception that the government is not fulfilling its obligation to the local school district.

Difficult retention decisions based on the availability of a free public education for their children [To replace one non-commissioned officer who leaves the service in his twelfth year, 4 or 5 new recruits and 12 years of training are required]

SUMMARY:

In 1950 the federal government recognized the need for financial assistance to military impacted school districts. Today's military force is substantially larger and, more importantly, it is no longer a force of single young men, but of married service members with families. The need for adequate impact aid has increased – not diminished. Hundreds of thousands of military children and the children of their civilian neighbors may be denied an adequate free public education if impact aid is not reauthorized and properly funded.

Support For The Education of Military Students Has Been Reduced as Impact Aid Has Expanded

1951 - Impact aid legislation was implemented to furnish financial support for the education of military children.

1953 - Impact aid was expanded to include civil service personnel working on federally owned property.

1958 - Payments for Indian students were added to impact aid.

1951
1968 - Impact aid was fully funded, or it was the intent of Congress to fully fund impact aid.

1970 - School districts were informed that a supplemental appropriation for 1969 would not be passed by the Congress and the appropriation for 1970 would require entitlements to be prorated at 84.5 percent.

1976 - Payment for low rent housing students was authorized, requiring $77.6 million, and payments for military students were prorated at 81.7 percent of entitlement.

1978 - Indian students were authorized to receive 125 percent of their entitlement. Payments to military students were prorated at 80.9 percent of entitlement.

1982 - Payments authorized for federal students living off federal property were reduced by one-third.

1983 - Payments authorized for federal students living off federal property were reduced by another one-third.

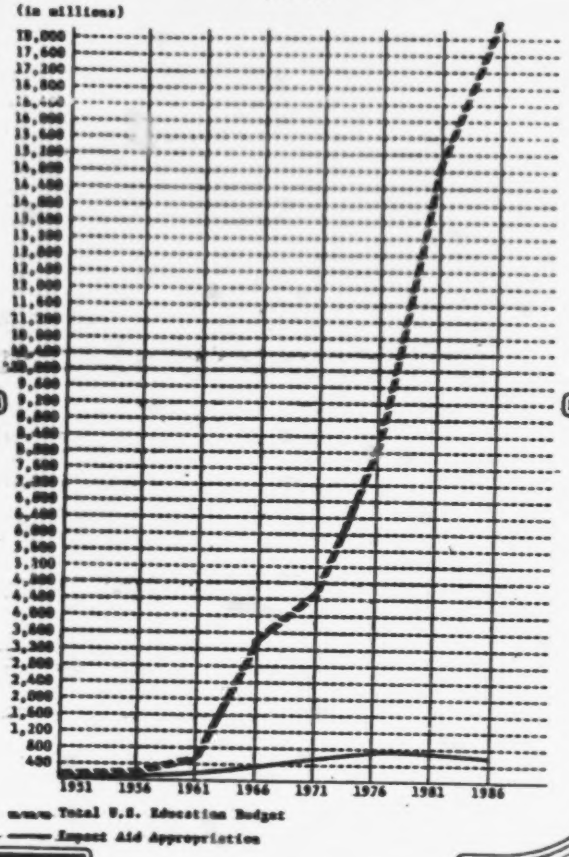
1985 - Payments for military students were prorated at 64.4 percent of the reduced entitlement. The percent of proration would have been 46.8 percent if the authorization for students living off federal property had not been reduced in 1982 and 1983.

Summary of the Average Proration Of Military Student Entitlements

1966		100%
1967		98.7%
1968		98.0%
1970		84.5%
1976		81.7%
1978		80.9%
1985 -	Reduced authorization for 3(b) students	64.4%
	Based on 1981 authorization for 3(b) students	46.8%

Source: Military Impacted Schools Association, Inc.

Appropriation for Impact Aid
Compared to U.S. Education Budget
1951-1987



SOURCE. [illegible]

1981

	L.C.R.	% of payment	actual payment	original intent of PL 874
Regular A	$959	85	$819	$959
Super A	959	95	$911	959
Regular B	959	38*	$368	$479
Super B	959	38*	$368	479

* An extra 5% was added at end of 1981.

1986

	L.C.R.	% of payment	actual payment	original intent of PL 874
Regular A	$1550	40 of 1985	$574	$1550
Super A	1550	95 of 1985	$1368	1550
Regular B	1550	9.5 of 1985	$ 22	$ 775
Super B	1550	57 of 1985	$ 136	775

Source: National Association of Federally Impacted Schools

L.C.R.: Local Contribution Rate

Senator **HATCH**. Our next witness is Mr. Lewis Singer from the San Juan County School District. San Juan County is the Utah school district which receives the largest single amount of Impact Aid funds. There is a supplement in the distribution formula for Indian children who live on reservations and are educated in public schools. Also, a high concentration of Impact Aid children entitles the school district to increased compensation.

Mr. Singer, I believe that you will testify to the pressing need for federal impact aid money for education of our native American children. We welcome you here and would like to proceed with your testimony at this time.

STATEMENT OF LEWIS SINGER, SAN JUAN COUNTY SCHOOL DISTRICT, BLANDING, UT

Mr. **SINGER**. First I would like to say that Mr. Kent Tibbetts is here and also Mr. Herb Frazier. I don't know all of the answers, so they will assist me in answering the questions that you may pose later on.

The San Juan School District is located in the southeastern part of the State of Utah and covers about 9,000 square miles. Approximately half of this area is Navajo Indian Reservation. San Juan School District has an enrollment of about 3500 students, of which about half are Navajo and Ute Indian children. Four of the 12 schools in our district are located on the reservation and four more schools are located on the borders of the reservation having enrollment of about 50 percent or more Indian children.

A large percent of the Navajo Indian students entering the schools of our district have little or limited English speaking abilities. Because of this and other related factors, the Indian students attending our reservation schools are generally several years below grade level, thus requiring the district to commit a large part of its resources to the schools located on the reservation.

This coming year the district will receive about $8,770,000 from the State Uniform School Fund. It is anticipated that Public Law 874 will provide an additional $2,780,000. These funds are used in a variety of ways to support and generate instructional programs throughout our district, but in particular 874 funds enhance educational programs for our Indian students. Without these 874 funds it would be impossible for our district to address the instructional needs of the Indian students in our district.

Some of the ways 874 funds are used in San Juan School District are: Classrooms, many of our lower grade classrooms require bilingual speaking staff to assist students in the instructional process. Because of the shortage of certified Navajo teachers, we must hire non-certified Navajo staff to assist the teacher in bilingual instruction.

Many of the parents of our students do not speak English and therefore do not always understand how the schools operate. We have liaison workers assigned to each of our reservation schools to assist parents with questions and visit with them when their children have problems at school. Each liaison worker is provided with a four-wheel drive vehicle so that they can get to the remote areas in which many of the children live. Part of the liaison services are paid for with JOM funds which continue to diminish.

Because of the limited English-speaking ability of many Navajo students our district has developed a lot of curriculum materials over the years to assist our Indian students. These materials are of such high quality that schools all over the Navajo reservation, and elsewhere in the United States, are requesting and receiving these materials at cost. Although much of this work was initiated through federal funding sources, the 874 funds have been an important funding source for the continuation of this Indian curriculum program over the years.

We have high utilities—the state allocated our district $92,000 for utilities for this current budget year. This amount will only pay utility costs for about two months. The other ten months must come from other funding sources. One of the reasons for this is that utility costs are very high on the reservation. For example, utility costs at Monument Valley High last year were about $75,000. At Whitehorse High they were about $97,000 and at Bluff, Mexican Hat, and Montezuma Creek Elementary Schools the utility costs were about $94,000 for the year.

Rental units: Because non-Indian people cannot own homes on the reservation, the district must operate about 65 rental units at Montezuma Creek, Mexican Hat and Monument Valley. These units are all located on the Navajo reservation. The rent charged would only cover the utility expenses to the district.

Transportation: Almost all reservation students must be bussed for relatively long distances. Bussing costs in the district are about $1 million per year. Public Law 874 will assist this program with about $200,000 to $300,000 this budget year.

Salaries: Because of our remote location and the need for excellent teachers to operate the many special programs relative to Indian education in our district, we must offer an attractive salary opportunity. Public Law 874 funds enhance the district's ability to provide a competitive salary schedule.

In-service: With the remote location of our schools; and in particular, the inability of teachers to own homes on the reservation, our district experiences an ongoing turnover of personnel. In-service to the professional staff of our district is a constant and urgent need. The Public Law 874 funds provide the additional resources necessary to insure a quality educational program in the district.

At the current time the district is constructing an addition to the Mexican Hat Elementary School which is located on the Navajo Indian Reservation. For the past several years the district has had an application on file with the federal government for 815 funds to build a new school. We were told that due to lack of adequate funding levels for 815 funds—funding for this project was very uncertain and would probably, in fact, never occur. A bond election was held and passed in the county to build an addition to this school. We still have critical building needs on the reservation and still need to qualify other projects for 815 funding. Our capital funding capability is now exhausted and will be for several years with the initiation of the Mexican Hat project.

Because of the special needs of our Indian students at the remote location of their schools, state and federal funds, though substantial, do not cover all of the district's educational expenses. Reductions of 874 funds would have a serious negative impact on all of our schools, especially those located on the reservation.

Senator HATCH. Thank you, Mr. Singer. I think you made it quite clear how necessary Impact Aid is for insuring the quality of education for these special federally connected students that you work with.

I am particularly pleased that you mentioned the second Impact Aid law, Public Law 815, which provides funds for school construction. I believe there is some further written testimony pertaining to the need to reauthorize and sufficiently fund that program, which we will include in the record at the end of the testimony given at today's hearing.

I am told that 815 is so underfunded by the federal government that applications may be 20 years or more in the waiting. So we must do something about that law's situation as well.

And as an aside to where you said, Mr. Singer, but an important aside, I would like to mention that the Senate has already taken a step to aid some of the problems that you have as a result of the limited English ability of your students and, often, of their parents. It was a controversial step.

The Senate Labor and Human Resources Committee reported to the full Senate a bill that will allow the state and localities greater flexibility in choosing instructional methods for limited-English proficient children while allowing them to remain eligible to receive funds under the federal bilingual educational program. That greater flexibility and continued eligibility for federal funds is intended to meet precisely one of the problems that you mentioned in your statement here today, the shortage of certified Navajo-speaking teachers. It took a lot of argument to get that through our committee. I assure you now that Senator Pell, the chairman of the subcommittee who authorized this hearing today, was the leader on the Democratic side in promoting this revision. It will be included, along with the reauthorization of the Impact Aid laws, in the Senate elementary and secondary education reauthorization act. I hope that change will be helpful to you and others as well.

Mr. Singer, let me also add that I am impressed with your testimony—like I was with Mrs. Shepard's on how many problems you and your colleagues face, and how resourceful and dedicated you are in finding ways to solve them. I want to get that across to the people here today and also to have it in the record how much I appreciate you and the others who are testifying today. So, thank you for coming this morning.

Our last witness today is Mr. Jay Taggart, Superintendent, Weber County School District. We have asked him to testify about the need for Impact Aid for school districts which have a large proportion of "B" students—that is, of students whose parents either live or work on federal property, but not both. Now, this is important testimony because, as I stated in my introductory remarks, 90 percent of the Impact Aid students in Utah are "B" students, and approximately 50 percent of our total compensation we receive from the federal government is for "B" students.

Now Superintendent Taggart is certainly qualified to speak on behalf of the "B" student. Thirty-one percent of the average daily attendance of Weber County Schools is composed of "B" students. In 1986 that was 6,985 out of 22,223 students. I should also note that we have a slightly different relation here than with children of military parents. Ninety-five percent of Weber's "B" students come from civilian, not military, families.

Superintendent Taggart, I assume that your testimony will confirm that eliminating all federal compensation to the31 percent of your students would be an impossible burden on the taxpayers of Weber County in our state. Why don't you just tell us about your situation.

STATEMENT OF JAY TAGGART, SUPERINTENDENT, WEBER COUNTY SCHOOL DISTRICT, OGDEN, UT

Mr. TAGGART. Thank you, Senator.

Weber County School District, consisting of almost 25,000 students and 38 school plants, is located in the northern portion of the state of Utah. The district qualifies as a super "B" district for impact aid with over 7,434 students or 31 percent of the total student population federally impacted.

The federal government owns a large part of Weber County. The center of our county houses the Defense Depot Ogden. It is exactly in the center of the most taxable property in our county. Of course, we receive no taxation for that large piece of real estate that is lodged in the most important part of our county. We also house part of Hill Field and the regional Internal Revenue Service is in our county which accounts for that large group of students who are federally connected.

Just let me give you some of the problems caused by students who are "B" students, but nevertheless cause some special problems. Of those "B" students 338 of them are uniformed services students. All uniformed services people do not live on base. They like to live in the community. Of these 338 uniformed service students, who are "B" students, 20 of them are special ed students. This quarter, this beginning of school this year we have a difficult problem for teachers and management to do this year, as we have 3 Israeli students and 2 Egyptian students working at Hill Field. We also have 5 German students this year. These students have come to us because of an attachment to training programs for foreign people that live here, and we have been asked this year to provide linguistic aids for these students. The German students were easy to take care of. The Israeli, Hebrew and Egyptian were really very difficult to provide for, to find people that could help.

Senator HATCH. That's the least you can do.

Mr. TAGGART. We have one of our schools that is a favorite of employees of Hill Field and military who locate in this area because of the low rent housing and multiple housing. We have in this particular school a 20 percent turnover during the school year. Now, that is one in five students turning over. This really is an added burden. Because of this particular problem it is very difficult for a teacher when they have a large class and children constantly changing. We have because of this, developed an extended day, double session combination so that we can lower the ratio by manipulating the hours and the time for this particular school. We have been unable to, because of some of the things that Superintendent Jim Moss said, we have been unable to build any buildings. So we will have five of our schools this year on double sessions. Part of that, the reason, is because of the impact or moving in and out of federally connected people.

We, under the present tax laws in our state, raise our monies two ways, through the property tax and the income tax. If we are to lose 874 we would reduce services to children, we would raise taxes for property owners, we would have to increase student fees. It becomes very difficult to do the latter because of laws that we are presently working under. So it just means there is only one area that we could effectuate any continuing of our programs and that would be raise class sizes, which are already the largest in the United States.

One thing I would like to mention about impact aid, the law has remained fairly basic and simple. It is easy for superintendents to administer and it is easy to audit and it is easy to use because it comes directly to us and flows directly to the students where it is needed. So many programs flow through different agencies, but this comes directly to the children.

I would certainly recommend, Senator, that Congress reauthorize Public Law 874 for "A" and "B" students as introduced by Senator Pell.

I would like to say one other thing, Senator Hatch, we have appreciated your support as we have lobbied for this 874 money and you have been most helpful.

Senator HATCH. Thank you, Mr. Taggart. I appreciate your testimony. My hat is off to you and other educators in Weber County for the excellent job that you are doing under the circumstances. It is a really difficult situation.

Let me say that I am pleased to hear the Impact Aid Program has been simple for those of you in school districts who are administrators. That has been one of my objectives in Washington, to reduce the excess burden of paperwork necessary for the participation in federal programs. Unfortunately, there are, however, complexities in the way the law is written that has made its administration in Washington rather tortured and caused year-to-year uncertainties about what share and amount of impact aid monies various types of school districts will receive. That is one reason I was pleased to introduce, along with Senators Pell, Mikulski, and "Exon" the revised legislative proposal by your association, the National Association of Federally Impacted Schools. I think your association should be complimented on working out such a streamlined compromise.

Let me go back to Superintendent Moss. I really don't have any questions for you; but I would like to know if you have any comments for us after listening to the testimony of your colleagues here today.

Mr. MOSS. Well, I appreciate what you said, Senator, and I want to support what they have said. Philosophically we have no objection to being as cost-efficient as possible in trying to reduce as much as possible the federal burdens that we have with the budget. However, I believe that in the interest of equity, and when there is federal government impact on states, there is an incumbent responsibility that should be met by the federal government. For states like Utah, I would like to emphasize that we have done all we can and that we are continuing to do all we can to provide quality education for our students. As you indicated, we are not slacking on our responsibilities. We are simply asking for a fair shake, from those who have taken an opportunity from us to provide additional means for ourselves, to insure adequate funding for education in Utah. I believe that on that basis we certainly are justified in requesting a continuation of this impact aid.

Senator HATCH. Thank you. We are going to do everything we can.

Let me turn to you, Mrs. Shepard. In your testimony you commented that with the decline in the last decade of Impact Aid reimbursements, Tooele may actually receive so much less that it may affect teachers' salaries. And, you know, I'm very concerned about that because I think teachers are woefully underpaid for the responsibilities that we give them in our society.

Do you think it is possible that this trend toward underfunding these programs, if it continues, and intensifies, that it may some day be impossible to hire qualified teachers out in Tooele and perhaps other areas of this state and in other Impact Aid states?

Mrs. SHEPARD. Well, I foresee that, and with the change in the law that any of the monies that are used as teacher's salaries has to be taxed. Now I'm sure districts are going to sway away from using that as part of the salary schedule. As I negotiated for the teachers in our district, I know that is a very important part, to find out what kind of money was available to the district. So I would say it has been and is becoming more and more important to continue that type of funding.

Senator HATCH. I'm also concerned about what it takes for teachers to accommodate the needs that these special federally connected students—it would seem to me that it takes a lot of extra time for you to take care of these students. Does that take away from the other students? Does it put even more difficult pressures on you, does it make it more difficult to be an effective and good teacher with our other students as well?

Mrs. SHEPARD. Well, I think that several of us here today have noted that the way the military moves in and out, of course, that takes a very definite toll on the class. And I think when at the beginning of the year you set up for a special education program that can meet the needs of the students in the class, and as those children change in the class, that means in the direction that you are going changes. So, of course, my preparation time would be taken. But not only my time, it is adjusting the child to the new situation that is coming into the classroom about the needs that he has, or she has as a new student coming from a different environment.

Senator HATCH. Thank you.

I was interested in your testimony, Mrs. Llewellyn. I think that you have pointed out the requirements of special medical, dental and other extra care that is required for various conditions that special needs children may have under the program.

Let me ask you and Mrs. Olson, both of you have spoken about the requirements of military families having children who need special education. As I have mentioned, Hill Field is one of the bases that is designated as a humanitarian and hardship duty assignment. This means it is a post where a military parent can be assured of providing for the special needs for their children. There are only a handful of these types of posts around the country. The cost for the school districts where these are located become extremely high and the federal government's declining funding of Impact Aid has made the burden even greater.

Do either of you have any suggestions how we might ameliorate this situation for districts with compassionate posts without greatly disadvantaging other districts at the same time? What would you think of insuring in the Impact Aid Program, that the humanitarian and hardship duty posts be granted before payments of impact aid to other districts? Do you think that would be helpful?

Mrs. OLSON. Definitely. As you pointed out, they create a tremendous burden on the educational system and they should have appropriate funds.

Senator HATCH. You both answered "yes" to that question?

Mrs. LLEWELLYN. When we were in Hawaii, the school did not provide anything but the teachers and an aide. It was very, very expensive.

Mrs. OLSON. Many military bases don't have the support services, the medical and special staff needed for the special needs children and families.

Mrs. LLEWELLYN. I would like to make another comment. I know for a fact that the teachers in this district that teach these special education kids take a lot of money out of pocket to provide incentives for the children to keep them going, for testing measures and things like that that they have just done because of their own concern for the ability of the children to reach a certain level. They have incentives for them, and it comes right out of their pocket.

Senator HATCH. Mrs. Olson, do you have any idea how many of the 1330 school districts that serve military dependents have problems of difficult relations between military families and the rest of the community, because of the underfunding of Impact Aid?

Mrs. OLSON. I can't answer that. I'm not sure. I know of the cases that do reach our office are very drastic. In my written testimony I mention Connecticut and Colts Neck where they have actually gone into litigation to block the children coming into the schools. The personal stories, military families have told us of children being allowed to attend the schools, but can't participate in some of the extra activities. Children are told don't talk to those military children.

Again, the parents—it's fairly obvious, particularly in living within the community, the civilians are acutely aware that they have to be taxed even more for the support of our children that are in their schools.

Senator HATCH. So it causes some problems?

Mrs. OLSON. Yes.

Mrs. LLEWELLYN. I would like to add to that. I have a daughter that is going to high school this year. And the peer pressure from these children who are not military is very emotional. You know, sometimes, well, I was concerned about my daughter the last three weeks of school to the point where we came in and talked to the superintendent to talk about changing schools because I was really worried that she might attempt suicide because the emotions were so great.

Senator **Hatch**. Mrs. Olson, you mentioned in your written statement that the Soldiers and Sailors Relief Act was a major source of the loss of revenue needed to educate children. Could you give us some more specific details of the provisions of that act?

Mrs. **Olson**. Well, it allows for the military members to be exempt from certain taxes imposed by the state when he is not a legal resident of that state. My legal residence is Washington; I do not have to pay the Virginia state income tax, the personal property tax, license fees. So it is just a benefit for the military members; to prevent undue taxation on him from state sources.

Senator **Hatch**. You also pointed out several times in your testimony that we now have an all-volunteer military force. Do you believe it is possible that at some point continued underfunding of Public Law 81-874, on Impact Aid, is incompatible with our ability to maintain an all-volunteer military force?

Mrs. **Olson**. As I pointed out, the education of our children is extremely important, and the Housing Surveys of the Department of Defense showed that the military members will undergo tremendous commutes to insure that their children will get a quality education. I know just personally and in the past year the importance of the education on the important family decisions. A Navy captain turned down a command because he would not move into a particular school district.

Senator **Hatch**. That's equivalent to saying he would end his career.

Let me go to you, Mr. Singer, and maybe this question could also be directed to Mr. Tibbetts as well. You mentioned that you applied for Public Law 81-815 funds to build a new school, but because of limited funds you had to issue new revenue bonds in the county. How much money does the county need to raise to build a school to accommodate the Indian children. Do you have any idea what the resulting tax assessment increase was for the San Juan County taxpayer?

Mr. **Singer**. I'm sure Mr. Tibbetts can answer that.

Mr. **Tibbetts**. Over the past 15 years the district bonded $7 million to build two new high schools and an elementary school on the reservation, and we just recently bonded $4 million which approximately half of that went to build this new addition at Mexican Hat. But during that time the district has invested an additional $17 million of that bond money for additional housing and facilities at those schools on the reservation. So there's been bonding and a tremendous pay as you go attitude in the county to insure that there were adequate facilities for these students on the reservations.

Senator **Hatch**. Thank you. I appreciate your relaying that information.

You indicate Mr. Singer, that it is difficult to get teachers down in San Juan County just because of distances involved and the isolation. If we continue to underfund these Impact Aid programs, that is going to affect getting teachers because the salaries are going to be so low. Is that a correct observation on my part?

Mr. **Singer**. That's correct. I think with the federal resposibility with regard to Indian tribes, in addition too we have some bordering DIA schools now that are coming into our schools. We were in litigation in the early 1970's, I believe it was, on bilingual education matters. We settled with the courts on that because in those hearings many of the Indian parents stated that because of our school district doing such a good job with education of Indian students, they would prefer that their students go to our school district in San Juan County rather than the reservation schools and so on. I believe that we provide a good education for many of the Indian children.

Senator **Hatch**. But if we keep underfunding it is going to be tough to provide quality education for all students in San Juan County. I see.

Mr. **Singer**. Yes.

Senator **Hatch**. Let me end with you, Mr. Taggart. I appreciate your testimony here today as I have appreciated our relationship through all these years. Your excellent testimony about the burden of the "B" student on local educational resources was confirmed, I think, by our good friend Superintendent Moss and Mrs. Shephard's written testimony, particularly her inclusion of the case of the Thom Family case study.

I wonder if you or any other school officials present today would like to add anything further specifically to refute the argument that we hear back in Washington, DC, from time to time that the "B" student is *not* a drain on local resources necessitating Federal compensation for educational costs. That is, people who proposed eliminating all Federal compensation for the "B" student consistently claim that the local school districts garner enough funds by their ability to tax either the parents' salary or the real estate value of the family's home, et cetera, so that the Federal contribution to educating the "B" child is unnecessary.

Anybody else who so wishes may also comment on that question. Or if anyone would like to comment in writing, we will keep the record open. If you will submit it to us as soon as possible, certainly within this next week or so, we will include it in the record that we are making of this hearing.

I hope you will inundate me with information on this score. My staff hopes you will not, but I hope you will. [Laughter.]

Go ahead.

Mr. **Taggart**. There are only certain ways to generate funds to run schools. My total capital budget is generated through the property tax. To build schools, to do any development within those schools, to remodel, to keep them up to date comes out of a capital budget. That comes from property taxes.

We also have an equalized system in the State of Utah, one of the best in the United States. We, by law, must levy a certain mil levy on the property in order to receive enough money so that we can operate the schools in the state.

We levy that in our district, but because we don't have anything to tax in our district, we are supported in our district by other districts of the State and by the income tax in the state.

Senator **HATCH**. I think people who do not understand the Federal ownership of states like ours have no conception of how difficult it is to raise the necessary funds.

Mr. **TAGGART**. We tax houses, yes. That does not raise a lot of money. We do have one Huggies plant.

Senator **HATCH**. Huggies plant. . . .

[Laughter.]

VOICE. Disposible diapers.

Mr. **TAGGART**. And the reason for that, why it is located here is because we have such large families.

Senator **HATCH**. Who necessarily use Huggies, whatever those are.

VOICE. Disposable diapers.

Senator **HATCH**. Oh, yes. I know. [Laughter.]

We have six children and five grandchildren and a sixth grandchild on the way so I understand, although I have been accused of never having put one on. I used the old type with the pins. That is how old I am.

Is this a new idea for all the rest of the school districts in the state? [Laughter.]

Mr. **TAGGART**. We have limited resources, and the fact that the Federal Government does take these lands out of taxation just puts an inordinant amount of burden upon us, and the "B" student is a way to receive those moneys back.

Senator **HATCH**. And I fear that we are getting very little moneys at that compared to what we send to Washington.

Thank you all. I think it's been a terrific hearing. We have established some very relevant points here that my colleagues in the Senate will be looking at. I want to thank all the witnesses for appearing here today before the Senate Education Subcommittee field hearing on Reauthorizing the Impact Aid Program.

What you have told us, I believe, confirms the wisdom of the Impact Aid Association's proposal which four of us in the Senate have introduced as S. 1620. Your testimony has also given us some ideas of how to fine-tune that proposal in order to make the Impact Aid Program more efficient and of better service to the states and local school districts affected by the activities of the Federal Government within their individual borders.

I want to thank all of you for coming, not just our witnesses but everybody who was here at the hearing today. It has been a good hearing. It's been crisp. It's been short, but we have received a lot of information.

[Additional material supplied for the record follows:]

GRANITE SCHOOL DISTRICT
340 EAST 3545 SOUTH • SALT LAKE CITY, UTAH 84115
Telephone 801

August 28, 1987

Senator Orrin Hatch
United States Senator
Washington D.C. 20510

Dear Senator Hatch:

I appreciate the invitation you extended to me to attend the field hearing on Impact Aid held at the Davis County School Board office on August 26, 1987. This hearing was both important and appropriate for all of us who work in education.

Although I am on the school board of Granite District and teaching in Jordan District where there does not appear to be the problems realized in Weber or Tooele, we do have concerns about the reduction in funds in this area. These two districts serve over 136,000 students and obviously a number of them are categorized as "B" students in the Impact Aid formula. At a time when the student population in Utah is at an all-time high and funding for education is critically low, we cannot afford to lose this money. There is no doubt in my mind that education will suffer for both "B" students, as well as for military children.

Thank you for the work you have done on the Labor & Human Resources Committee, especially in regards to PL 81-874 and PL 81-815.

If I can be of any assistance to you in the future, please let me know.

Sincerely yours,

Patricia G. Sandstrom

Patricia G. Sandstrom, Member
Granite School District Board of Education

kkw

STATEMENT OF SGT. MAJOR C. A. (MACK) MCKINNEY, USMC (RET.)
LEGISLATIVE COUNSEL
NON COMMISSIONED OFFICERS ASSOCIATION OF THE USA (NCOA)

Mr. Chairman and Distinguished Members of the Subcommittee: The Non Commissioned Officers Association of the USA (NCOA) advocates the extension or reauthorization of Public Law 81-874, Section 3, for at least another three (3) years, or October 1, 1991.

Section 3 is commonly referred to as "Impact Aid". Its purpose, in part, is to provide funds for operating expenses payable to school districts for the cost of educating children who reside and/or have parents working on federal property or are in the uniformed services.

NCOA has much more than a casual interest in this program. Eighty-three (83) percent of its more-than-170,000 members are on active duty with the United States Armed Forces. Those with dependent children of school age are or will be influenced by impact aid funds. Most of all, they will be affected by the decision of this subcommittee whether to extend the legislation necessary to insure there will be no erosion in the future quality of education for their children.

NCOA's active interest in impact aid goes back to the Nixon Administration. When it withheld authorized and appropriated funds, a number of schools threatened to shut their doors to military children. One went so far as to turn them out when they had only a few weeks to go to graduate from high school.

NCOA protested to the White House and Members of Congress. Subsequently, the funds were released and distributed, thereby, saving the day for many concerned parental servicemembers and spouses.

In the last years, the Reagan Administration has made every attempt to reduce impact aid, going so far as to seek abolishment of Category B funds paid to school districts which educate children of parents working on federal property but residing in the civilian community. Again, Congress, to its credit, has ignored the Administration's request and funded the partial payments for both Categories A and B.

During these years, schools facing losses in funds either threatened to bill service families for tuition or close their doors to military children. The federal government has successfully sued some school districts, winning a decision that public schools must accept and educate military children residing within their district boundries. But, regardless of that ruling, no one can expect these school districts to expend local taxpayers' monies to educate children of service families who may add very little if anything to the local tax base.

Most military personnel are transient in nature. Their average stay in one locale is three (3) years. They will, for the most, utilize military facilities for their health and recreational activities, and for purchases of food, clothing and many household needs. Even those residing off-base, contrary to the Administration's opposing statement, use installation facilities to save on services and purchases.

There's no surprise here since most servicemembers are in the lower-enlisted grades, have had their pay increases capped every year for the past 5 years, and that pay is now some 9 percent behind comparable civilian wages. They need to utilize military-sponsored facilities in order to stretch budgets to fit their pocketbooks.

Congress, in 1951, recognized the need to provide financial assistance to local schools districts on which the presence of military personnel caused a strain on their budgets. That need, as far as can be determined by NCOA, has not diminished over the ensuing years. If anything the demand has increased as more and more servicemembers become parents of school-age children.

Regretfully, since 1969, funding of impact aid to assist in the education of more than half a million military children has fallen below program costs. Entitlements, therefore, have been prorated.

Although NCOA urges Congress to continue to authorize and appropriate the necessary funds to pay impact aid at the highest possible level, it is most important that the reauthorization of the program be adopted this year.

Perhaps, our summation is wrapped up in a 1985 House report on that year's education bill. It read in part: "School districts have been forced to attempt to charge tuition for military dependents, to borrow funds, to apply to the Department of Defense to take over the entire educational responsibility... and to watch the quality of education erode in their schools." As a result, the military cannot attract and retain quality personnel without the guarantee of free, quality education for their children. That guarantee, along with one more viable step to insure that this Nation enjoys the best defense posture in manpower readiness, comes in the impact aid program. Thus, NCOA strongly supports and urges the program's reauthorization.

Thank you.

-end-

DOUGLAS SCHOOL SYSTEM
PATRIOT DRIVE
ELLSWORTH AIR FORCE BASE,
SOUTH DAKOTA 57706
TELEPHONE (605) 923-1431

October 2, 1987

The Honorable Tom Daschle
317 Hart Building
Washington, D.C. 20510

Dear Congressman Daschle:

I recently became aware that Senator Orrin Hatch conducted a hearing on August 26, 1987 in Farmington, Utah and accepted testimony on PL 81-874 and 81-815.

Among heavily impacted districts, I am certain that the Douglas School District can demonstrate the best example of reliance on the Federal Government to provide adequate funding under both PL81-874 (operation & maintenance) and PL81-815 (school construction).

I have attached information regarding the districts urgent need for a facility, and if you feel it would be appropriate, I would appreciate you sharing the districts situation with Senator Hatch.

Sincerely,

Donald Mueller

Donald Mueller, Ed.D.
Superintendent of Schools

dc

Enc.

FACILITY NEEDS
in the
DOUGLAS SCHOOL DISTRICT 51-1
ELLSWORTH AFB, SD

I. DISTRICT ENROLLMENT

The Douglas School District student population has shown steady growth beginning with the 1985-86 school year.

School Year	Student Enrollment	Change	% Per Year
1983-84 (BASE YEAR)	2,368		
1984-85	2,388	+ 20	-
1985-86	2,536	+148	7
1986-87	2,706	+170	7
1987-88 (PROJECTED)	2,878	+172	7
1988-89 (PROJECTED)	3,040	+162	6
		672	

The actual growth in enrollment of 318 students for 1985-86 and 1986-87 reflects an enrollment increase of over 13%. Based on a straightline projection an additional 334 students for 1987-88 and 1988-89 the district will experience an overall increase of 652 students or 27% for the four year period.

The district projections for 1987-88 and 1988-89 are conservative and only reflect students progressing to the next grade level, deducting seniors and adding the identical number of kindergarten students as enrolled in 1986-87 program. The projected enrollment DOES NOT include any growth in student enrollment as a result of the anticipated increased activity on Ellsworth Air Force Base or additional housing within the district.

II. GROWTH BY GRADE LEVEL (1985-1989)

Elementary students represent the majority of the increase in enrollment as shown in the following table.

Grade Level		Number of Students	%
Elementary	(K-6)	388	60
Middle School	(7-8)	22	3
High School	(9-12)	242	37
		652	

Beginning in the 1971-72 school year, the district has utilized four (4) temporary wood structures which house a total of eight (8) classrooms and currently serve as elementary classroom facilities.

The additional growth in 1986-87 of elementary students created the need for the district to establish satellite faciliities at an abandoned Nike missile site. The renovated Nike site housed four (4) classrooms during the 1986-87 school year, with an additional four (4) classrooms to be added for the 1987-88 school year. The eight classrooms will bring the Nike facility to capacity and will leave the district without alternative classroom facilities for additional elementary students.

III. INCREASE IN FEDERALLY CONNECTED STUDENTS

Student influx can be attributed directly to increased federal activity due to the deployment of the B-1B to the Ellsworth Air Force Base. The number of federally connected students are projected to increase by 488 students and will represent 75% of the total projected increase.

Category	Number of Students	%
Federally Connected	488	75
Non-Federal	164	25
	652	

The following student data outlines the district's increase in federally connected students by category:

Category		Number of Students	%
5(a)(1)(A)	Military "A"	329	67
5(a)(2)(A)	Military "B"	93	19
5(a)(2)(C)	Civilian "B"	66	14
		488	

A majority (67%) of the students classified as federally connected are Category "A" Military students. The balance of the students are comprised of Category "B" Military (19%) and Category "B" Civilian (14%).

Further analysis of the student data by category and grade level indicates that the greatest impact of the additional federally connected students will be felt at the elementary and secondary level.

INCREASES BY CATEGORY

	5(a)(1)(A) Military "A"	5(a)(2)(A) Military "B"	5(a(2)(C) Civilian "B"	Sub Total	Non Federal	Total
Elementary	216	47	44	307	81	388
Middle School	19	(2)	3	20	2	22
High School	94	48	19	161	81	242
	329	93	66	488	164	652

The data above identifies that of the 388 elementary students, 307 or 79% will be classified federally connected, and at the secondary level of the 242 additional students 161 or 67% will be categorized as federally connected.

IDENTIFYING NAME OF BUILDING	GRADES HOUSED	CLASSROOMS RATED FOR CAPACITY								PROJECT NO. (S) (If built with P.L. 815 funds)
		NUMBER OF INSTRUCTION ROOMS							TOTAL NORMAL CAPACITY	
		REGULAR			SPECIAL			KINDER-GARTEN		
		HOUSED	MAKESHIFT	UNHOUSED	HOUSED	MAKESHIFT	UNHOUSED			
Carrousel	K	7	1	8	1	1	2.5	YES	140*	63C 205
Badger Clark	1-3	20			4	7	1.5		505	59 60C 205
Francis Case	3-6	31			1	3	3.5		775	64C 205,66C 205
Vandenberg	7-8	18			8	5			450	51-52
High School	9-12	25		1	13		2		745	60,62,63C 205
East Nike	1			8			1		184	
Mod Units	2-3			6			2		158	
TOTAL		101	1	23	27	16**	12.5**			

*Capacity if district were able to provide a full day kindergarten program - district is projecting 300 kindergarten students for the fall of 1987-88 leaving a shortage of eight (8) classrooms.

**Douglas School System was cited by the State of South Dakota for failure to provide adequate facilities for several special programs.

I. CAPITAL OUTLAY FUND/FACILITY NEEDS

The State of South Dakota allows for a separate millage to be assessed against taxable property to acquire monies for a Capital Outlay fund.

.Facility Acquisition

.Equipment (new and replacement)

The typical school district of comparable size assessing at five (5) mills can generate $561,796 annually to finance Capital Outlay expenditures. Douglas, by comparison, taxing at five (5) mills can only generate $86,372 annually.

Due to the district's limited tax base, it is impossible to raise sufficient funds to meet either existing or future needs. Since FY78, the district has set aside all of the revenues generated by a five (5) mill levy for capital acquisitions. In that time, we have accumulated to date only $791,199. A typical district of comparable size can generate nearly the same amount ($561,706) annually.

Facility acquisition needs currently exist and will increase substantially during FY87 and FY88 to accommodate additional student enrollment and special program needs. Educational programs designed to identify and meet the special needs of students (occupational and physical therapy, adaptive P.E., learning disabled, the educable and trainable mentally retarded, the gifted, Chapter I speech and hearing, language development, emotionally disturbed, behaviorially handicapped, expanded counseling services, testing and screening, etc) have required us to use our facilities in a manner different than before and has consumed all available space.

The district is currently utilizing four temporary structures which were built in 1971 as classrooms for 175 students. The additional growth in 1986-87 of elementary students created a need to establish a satellite facility at an abandoned missile site. This renovated Nike site will house two hundred students (200) during the 1987-88 school year. The district was recently cited during a Federal Compliance Review for having inadequate and inappropriate facilities for several of our federally mandated and federally funded programs. A recently completed district study showed at a minimum a current need for fourteen (14) additional classrooms and the equivalent of fourteen (14) additional classrooms for educationally related support service programs. In combination there is an existing need for 28 additional classrooms or equivalent space.

SUMMARY OF PROJECTED COST
NEW ELEMENTARY SCHOOL

1.	CONTRUCTION	$3,161,000.00
2.	UTILITIES CONNECTIONS	15,000.00
3.	ON-SITE IMPROVEMENTS	43,000.00
4.	EQUIPMENT	830,290.00
5.	PLAN PREPARATION AND SUPERVISION OF CONSTRUCTION	200,000.00
6.	LEGAL AND ADMINISTRATIVE	35,000.00
7.	MISCELLANEOUS/CONTINGENCY	158,000.00
		$4,442,290.00

Senator **Hatch**. Again, thank you all for being here. This field hearing of the Senate Subcommittee on Education, Arts, and Humanities stands adjourned.

Thank you all for coming.

[Whereupon, at 10:30 a.m., the subcommittee adjourned, subject to the call of the Chair.]

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